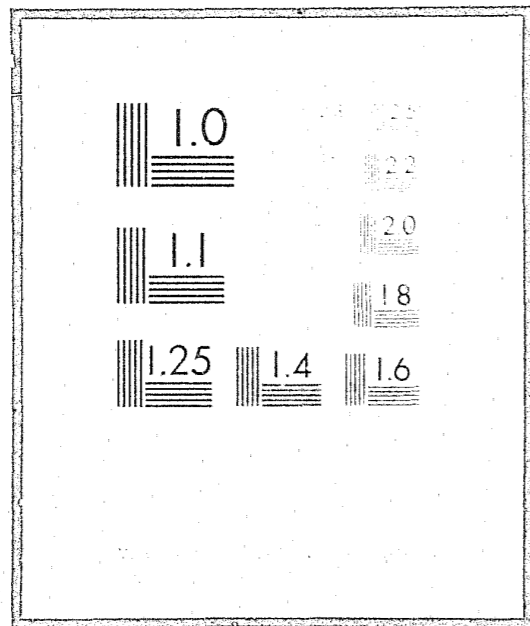


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RESEARCH REPORT NO. 57

## An Analysis of the California Department of Corrections Work Furlough Program in Fiscal Year 1969-70

Richard A. Bass

37516



California Department of Corrections - Research Unit

November 1975

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RESEARCH REPORT NO. 57

AN ANALYSIS OF THE CALIFORNIA DEPARTMENT OF CORRECTIONS  
WORK FURLOUGH PROGRAM IN FISCAL YEAR 1969-1970

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ACQUISITIONS

Research Unit  
California Department of Corrections  
November, 1975

LDA

PREFACE

This study is not simply a product of the author. Many other individuals made major contributions to it and are, in a sense, co-authors. Of particular importance is John Berecochea, Margo Robison, and David Petrocchi. Without their contributions this study would lack many of its important findings, and without their encouragement it might never have been completed. Also, the time given me by Departmental staff and work furlonghees was invaluable. I hope that in some way this study will help repay their kind indulgence of my sometimes foolish questions.

This study did not, unfortunately, cover the period of time when the Central City or the Don Lugo work furlough facilities were in operation. They came into existence after the study period. Therefore, the study lacks information on what is probably the Department's most successful facility (Central City) and the facility that received major publicity about its operation (Don Lugo).

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CHAPTER I

INTRODUCTION

A Working Definition of Work Furlough

Work furlough is typically a program for prisoners in jails and prisons that involves:

1. daily release from confinement for work
2. daily return to confinement after work
3. working for a private employer
4. working at or near prevailing wage rates in the community
5. no direct accrual of profit by the agency from the employer
6. no direct correctional staff supervision while working--immediate supervision ends at the prison or jail gate
7. prisoners' wearing street clothes and using private transportation to get to work
8. a contract between employers and the correctional agency for the employer to send the man's paycheck and report irregular behavior to the agency
9. the correctional agency's deducting room and board, supervision, family support, and fines from the paycheck
10. the correctional agency's doling out an allowance to the man for his daily living expenses
11. a man's receiving his accumulated savings when he is released
12. remaining a prisoner, and not becoming a parolee or probationer on work furlough
13. being housed somewhat separately from the rest of the prisoners
14. participation of a short duration--i.e., two or three months

Work furlough has, at other times and places, been called: work release, education furlough, day parole, day pass, semiliberate, temporary release, and work pass. It is not the program where men serve their jail sentences on weekends.

### Historical Antecedents

The British Empire. Work furlough is not a recent invention. It has antecedents in past attempts to solve such problems as prisoner idleness, prison financing, and the supply of labor. Contrary to the Department's claim that the transitional period from confinement to life in the free community has been "historically neglected in the correctional process," (Administrative Bulletin 69/31, 1969:2) the "ticket of leave" program made famous by Captain Maconochie (in Australia in the Nineteenth Century) clearly recognized the need for a transitional period. The prisoner was to remain under confinement after having served a part of his term with periodic releases to work in the community. The prisoners were to earn their release from prison. According to Barnes and Teeters (1945:548), Maconochie stated:

When a man keeps the key of his own prison, he is soon motivated to fit it to the lock.

Maconochie could well have been writing a contemporary official document on the value of work furlough in this statement. But he was more explicit in just what he meant by this goal for the "mark system" of prison discipline (or what is now called corrections):

The Mark System proposes to place criminals in a state of utter poverty, destitution, and bondage, from which nothing but their own steady, unflinching exertion can eradicate them. They are to be at the bottom of the well, with a ladder provided by which they may ascend if they will but without any bolstering or dragging up by other than their own efforts. If they ever halt they are made to descend, for their maintenance from day to day is to be charged to them. (Barnes and Teeters, 1945:548; emphasis in original)

Following and parallel to the transportation of convicts to Australia was the establishment of the prisoner indenture system in Ireland and England in the late 18th and early 19th Centuries. Under this system prisoners were released to private employers who, in exchange for the value of prisoner labor, provided housing, board and supervision for the prisoners. In the mid-Nineteenth Century the "Irish system," established by Sir Walter Crofton, including a halfway-in, halfway-out stage where prisoners worked away from prison during the day and returned to prison at night (Fitzharris, 1971:101-103).

The United States. As started in the United States in the 1790's the prison workshops allowed for separate fiscal accounts to be kept for prisoners. The prisoners received one-half of the excess income over costs for the products they manufactured. This established the idea that prisoners should work for private employers and should pay for their imprisonment. In the 1820's juvenile prisoners began to be

"bound out" as apprentices or servants to be given "instruction" in a "useful trade". Soon after, the lease system was developed and used, contributing to the idea that prisoners could work for private employers located outside of a prison or jail. Under the lease system prisoners provided a relatively cheap, docile source of labor for employers (Fitzharris, 1971:104-106).

Work furlough bears some striking similarities to some of the earlier forms of prison labor, especially in terms of the justifications and expected benefits of such labor. Probably the closest parallel between various earlier forms of prison labor and work furlough is its parallel to the lease system (Fitzharris, 1971:288-289). Under both systems prisoners work outside of the jail or prison for a private employer retaining their status as prisoners. However, there are differences, with work furlough not involving the following practices associated with the lease system: chain gangs, wearing prison uniforms while working, guards on the job, and a direct contract between the employer and the correctional agency where the employer pays the agency for prisoner labor (Gillin, 1945:404-405). In commenting on the relationship between the lease system and work furlough, one United Nations document mentioned that "...some penologists might contend that it [work furlough] is actually a severely regulated form of lease" (United Nations, 1955:12).

It was not until the early 1900's that the first program containing all of the essential elements of work furlough as known today was established in the United States. This was done in Montpelier, Vermont in 1906 by Sheriff Frank H. Tracy. The program established at Montpelier consisted of letting prisoners out of jail during the day to work for a wage. From his earnings the prisoner was to contribute money toward his family and to become physically and mentally regenerated. Certain features of the Montpelier program link it directly to current work furlough programs: there were no guards supervising work, street clothes were worn by the work furloughees, the state tax and welfare burdens were relieved, furloughees received their earnings when they left jail, and the sheriff helped in locating employment. The furlough-ee was paid \$1.75 a day with \$1 going to the state and 75 cents being placed in savings for the prisoner (Fitzharris, 1971:106-110).

Apparently without knowledge of the program in Montpelier, a law was passed in Wisconsin in 1913 allowing for the placement of county jail prisoners on work furlough. This legislation, known as the Huber Law, was named after State Senator Henry A. Huber. He wanted to make jail prisoners work and contribute toward the support of their families. He was upset that prisoners spent their idle time in jail "smoking, chewing tobacco, and playing cards while respectable citizens toiled" and that their families were "reduced to want" due to the breadwinner's imprisonment. The Huber Law was not an isolated piece of legislation. It was part of a prison reform package establishing prison industries

and trade schools. The introduction and passage of this prison reform package might have been due to serious outbreaks and revolts that were occurring in Wisconsin prisons at that time (Fitzharris, 1971:110-119).

In 1918 a "furlough" indenture program was established in Massachusetts for women prisoners by Mrs. Jessie D. Hodder, superintendent of women's prison. After Mrs. Hodder left her position, the program lapsed into disuse (Fitzharris, 1971:119-120).

Almost all of the essential features of recent work furlough programs were present in the Montpelier, Wisconsin, and Massachusetts programs in the early Twentieth Century. Except for a short period during World War II when work furlough was temporarily used to lessen the labor shortage problem, little real use was made of work furlough until the 1950's. It appears that an article in the widely circulated Saturday Evening Post magazine in 1956 precipitated the rapid establishment of work furlough programs in the late 1950's (Yoder, 1956). The rising prison populations and rising costs per prisoner in the late 1950's may have helped create a situation where cost-cutting and prisoner population reduction programs would be welcome to economy-conscious officials (Johnson, 1966:12-13 ; Fitzharris, 1971:128). Local politicians saw the potential use of work furlough as a means of helping to alleviate the taxpayers' burden (Fitzharris, 1971:127). The seemingly less punitive and more rehabilitative attitudes of the public may have also helped generate an atmosphere of public receptivity toward work furlough (Rudoff, 1969:21).

County jail programs in California. In California the first work furlough program was established in Santa Clara County. Sheriff Melvin L. Hawley and Sheriff Rehabilitation Officer George Williams started the program out of the county jail on February 1, 1957, by stretching interpretations of the county parole law. The program was initiated to reduce overcrowding in the county jail's old buildings, to help cut the county's rising welfare costs, and to meet industry's apparent labor shortage (Fitzharris, 1971:131). In order to obtain a more solid legal footing for their program, the Santa Clara officials had legislation concerning work furlough introduced by State Senator James A. Cobey, a Democrat from Merced. This legislation became law in 1957 and became known as the Cobey Work Furlough Law (Penal Code Section 1208). Some reasons mentioned for adopting the law were to relieve congestion in the jails and to relieve the taxpayer's burden of supporting prisoners' families. This was especially directed at non-support (Penal Code 270) prisoners to get them to contribute money toward their families' support. Over the next few years, a few more counties in California initiated work furlough programs. This was helped along in 1963 when the California Citizens Council of the National Council on Crime and Delinquency issued a pamphlet advocating the adoption of work furlough (California Citizens Council, National Council on Crime and Delinquency, 1966).

#### California Department of Corrections Program

It was not until 1965 that the California Department of Corrections officially became actively involved in work furlough. At that time the Department sponsored legislation designed to allow state prisoners to be placed on work furlough programs (Fitzharris, 1971:131-137). Section 2910 of the Penal Code became law in 1965. It allowed the Department to transfer prisoners with fixed terms to city or county jails to participate in work furlough programs. Section 6250 of the Penal Code, passed later, gave the Department the power to establish Community Correctional Centers; i.e., halfway houses and prison buildings located outside of the main prison compound where work furloughees could be housed. This permitted the Department of Corrections to run work furlough programs themselves, and to not have to depend upon the availability of county jail space for placing prisoners on work furlough. The State/county work furlough program was begun with the signing of a contract between the State and San Joaquin County in April, 1966.

There were many considerations that lead to and influenced the Department's establishing work furlough programs. Work furlough was gaining favorable mention among correctional officials in many parts of the country. CDC officials were caught up in this wave of enthusiasm. Work furlough provided officials with a program containing a variety of measures that might appeal to both liberal and conservative groups. Work furlough was touted as a rehabilitation program that would ease the abrupt transition from prison to non-prison living and reduce recidivism, things potentially appealing to liberals. For conservatives, work furlough offered the potential of cutting tax expenditures on prisoners, putting prisoners to work, and providing closer supervision of the activities outside of prison than provided by parole.

One other factor which influenced the establishment and early practices of the Department's Work Furlough Program was its potential for use as a source for farm laborers. As one study on work furlough noted:

Historically, prison inmates have typically been used as a source of cheap labor for persons with political or other kinds of influence within the correctional apparatus. Work release [work furlough] is notably susceptible to perversion from the purpose of rehabilitation... (National Institute of Mental Health, Graduated Release, 1971:13).

The legislation that allowed the Department to establish work furlough programs was carefully scrutinized by AFL-CIO lawyers to insure

that the intent of the law was rehabilitative and that it did not represent a threat to the AFL-CIO's interests.

After the official initiation of work furlough in April, 1966 an attempt was made to use the program as a source of farm labor to harvest Kadota figs in Merced County to help "prevent a disastrous crop loss." In October, 1967, the Department had a part of Deuel Vocational Institute (Tracy) declared a Community Correctional Center and began taking prisoners on buses to Merced County to harvest figs under the security supervision of correctional officers. The AFL-CIO sought an injunction (Pitts vs Reagan) against this "misuse" of the program claiming that it violated the rehabilitative intent of the work furlough law, and that it violated provisions in the State Constitution making it illegal for the State to engage in contracts providing the labor of prisoners to private employers. The injunction was granted and upheld at the appellate level.

The Court of Appeals, in reaffirming the trial court, said that Article X, Section 1 of the State Constitution prohibits the State from hiring or letting out the labor of convicts to private employers under contract whether or not there is profit to the State; whether or not the convict consents, receives "going" wages, and/or the convict received all the wages. Finally, the rehabilitative requirements for furlough programs was upheld (Fitzharris, 1971:312).

Though the Kadota fig harvesting incident was important for setting limits on some of the potential uses of work furlough, it does not seem to have been an important part of the expressed concerns of Departmental officials at that time.

The Kadota fig harvesting use of work furlough for farm laborers was not an isolated incident. In 1965 the Department "released" some prisoners to help in an emergency harvest of asparagus in San Joaquin County. Though this "release" occurred prior to the official initiation of work furlough, Walter Dunbar, Director of the Department of Corrections at that time referred to this "release" as having been a work furlough placement (Dunbar, 1966:349-350).

Since the Kadota Fig harvesting program, it appears that the Department has not again used work furlough as a large scale source for farm laborers. The early use of the work furlough program as a source for farm laborers appears to have been an aberration from the more rehabilitatively oriented program envisioned by Departmental staff.

Subsequent to the official initiation of the work furlough program in April, 1966, the number of facilities for men grew to 13 by late 1970. These 13 facilities received 5,446 men between April, 1966

and June 30, 1973. This represents 10% of the 57,086 men who were either in prison as of July 1, 1966, or were newly committed to prison between July 1, 1966 and June 30, 1973; and about 10% of the 56,816 men released to parole or discharged at the expiration of their term between July 1, 1966, and June 30, 1973. Each of these two groups roughly represents the group "at risk"; that is, those men who could have entered work furlough. Work furlough is not a program that directly affects most prisoners since only a limited number of prisoners are placed on it.

Of the eleven work furlough facilities operated during the period covered by this study (fiscal year 1969-70) five were exclusively run by the State and six were jointly run by the State and the contracting counties. The State-county programs (Humboldt, San Francisco, San Mateo, San Joaquin, Stanislaus, and Riverside) housed the work furloughees in county jails, with the State providing supervision from its Parole Division and the county sheriff providing custody supervision. In San Mateo and San Francisco separate county jail facilities were maintained that were strictly for county and state work furloughees. The contracts allowed a county to accept or reject any State prisoner at its discretion, and the State reimbursed counties for any portion of room and board expenses not paid for by work furloughees. This State-County program was distinct from county work furlough programs run for regular county jail prisoners, though the two programs were often run together. There are some counties which maintained work furlough programs exclusive for their county jail inmates whereas the six counties mentioned above had maintained programs for both State prisoners and county jail inmates. On occasion the State-County programs allowed counties to fill unused jail space and thus stabilize county jail populations. In this manner the program helped defray some of the expenses of maintaining the county sheriffs' staff.

The State also maintained five programs exclusively under the control of the Department of Corrections. Four of these programs were located on the grounds of prisons (California Institution for Men at Chino, California Training Facility at Soledad, San Quentin, and Deuel Vocational Institution at Tracy) and were jointly run by parole and prison staff. In addition, one program was operated almost exclusively by parole staff in a halfway house (Crittenden Center in Oakland). Unlike the State-County programs, those operated exclusively by the Department of Corrections involved no direct local control. When programs failed to pay for themselves through work furlougee monetary contributions, State budget allocations made up the deficits.

#### Work Furlough and Rehabilitation

Most knowledgeable correctional workers, prisoners and others interested in work furlough see it as a progressive correctional program. Those who see it as a way of providing help to the offender for the purpose of his or her rehabilitation may have found the preceding

historical analysis, with its emphasis on the use of prisoners as a source of labor for the benefit of others, as one-sided, misleading and irrelevant. The source of this desire to disassociate contemporary work-furlough programs from the earlier programs involving the employment of prisoners is probably that we are now more able to see earlier justifications for convict labor for what they were and do not wish to associate current programs with such base motives. This dismay is doubtlessly well founded. Corrections has progressed and no longer employs prisoners for the same reasons. But, as in the past, actual practice may not correspond with the ideal goals.

The early work-furlough programs themselves did seek to rehabilitate the offender. The programs sought to help prisoners retain their prior employment, remain the breadwinners for the families, and save money to be used upon their release. But, in retrospect, it can be seen that the emphasis was on economic goals which were for the benefit of the state and employers, as for example, reducing the number of families seeking relief, reducing prison costs, providing relatively inexpensive, docile, and sober laborers to employers, and increasing productivity.

By the 1960's, upon the rebirth of work furlough as a correctional program, the problems of the offender had been put in a somewhat different context. A major theme of this more recent context was that release from prison to parole constituted an abrupt change from the highly structured life of the prisoner to the relatively unstructured life of the parolee. The parolee had to quickly become much more self-sufficient; he or she had to make many more decisions, interact with a much more complex social world, deal with the status of being a criminal among people other than guards who were not, and find a job to feed, house and clothe him or herself. It was thought that finding a job and re-learning how to keep it was one of the principal problems facing the parolee. Work furlough was to be the program to ease this transition. Other programs such as extended family visits on the prison grounds and temporary community release just prior to release were also justified on the basis that they would ease this difficult transitional period. Clearly, the ideal goal was to rehabilitate the offender by helping him or her through the difficult period of adjustment from life in the prison to life on parole. Correctional staff have expressed emphatically that the rehabilitation of prisoners is the primary goal of work furlough. Any views to the contrary have not gained a sympathetic ear. Rehabilitative intentions pervade pronouncements about the program, usually reflecting the sincere attempts of staff, particularly line staff, to make the program work.

In light of the history of correctional programs, it would seem foolish to expect that the ideal would be achieved and delusional to examine only the ways in which the program helped the offender. As

was discovered and will be seen, the work furlough program served many functions, not all of which could be encompassed under the goal of helping the prisoner to become a rehabilitated parolee.

## CHAPTER II

### METHODOLOGY

This study began with an interest in what was happening in the San Quentin work furlough program; this was to be a small, limited study of short duration. Departmental administrators in Sacramento became aware of the proposed San Quentin study and expressed an interest in a major evaluation of the total Departmental program, and this task was assigned in 1969 by the Chief of Research to the Bay Area Research Unit.

From a relatively simple study there grew this major effort to grasp just what the Department's work furlough program is. Some of the early decisions as to what information was available and what information should be collected were later discovered to be incorrect. Unfortunately, some of these errors could not be undone; and others would have been too costly in time and money to correct.

In the following discussion the limitations of the study will be made explicit. Ideally, an experimental group with random assignment to the program and to a control group should have been used. However, as with so many correctional program evaluations, a controlled experimental design was not possible; and the program had to be evaluated within the limitations imposed by operational realities.

#### Study Areas and Groups

Work furloughees - time period studied. By the year 1969 the work furlough program had taken on its major characteristics, and its operation was more or less routine. Since the study was begun in 1969 and the focus of the study was upon what happened to people who were exposed to the program, a decision was made to study all those men who entered the program during fiscal year 1969-70 (N=960). The bulk of the data presented in this study was collected on this population.

Because the number of women prisoners in the program is relatively small and the operation of the women's program is considerably different, a decision was made to limit the study to men.

Eligibility and the selection process. Only those prisoners with a parole date are eligible for the program, but not all prisoners with a parole date become involved in the program; some do not wish to participate and some are excluded. In order to determine what kinds of people are selected for the program, a sample of prisoners who became eligible by receiving a parole date was identified and analyzed with respect to their selection for the program.

Program goals. Some of the goals of the program refer to the at-

titudes of the furloughees and staff. Information of this type can only be obtained from interviews with them. For this reason a sample of the men who entered the program in fiscal year 1969-70 were selected for interviewing. This was done by selecting every tenth man on the monthly listing of men who entered the program. The work furlough staff was not "randomly" selected. Those staff who were available when the furloughees were interviewed were also interviewed. The staff included five parole agents with work furloughee caseloads, six parole staff with other program responsibilities, six correctional officers (guards) who had various degrees of involvement with the program, and one associate superintendent. The staff worked in prisons, in field parole offices, and in Headquarters offices in Sacramento. All told, the interviewed staff comprised a cross-section of staff positions, Departmental divisions, and geographical locations. Thus, while the staff sample was not randomly selected, it seems that their attitudes were roughly representative of all work furlough staff.

Comparison groups on parole outcome. The Department has claimed that the work furlough program has a positive impact on the criminal involvement of the furloughees upon their release to parole. Because the program contained no provisions for the creation of a comparison group which was like the work furloughee group in all regards except for their exposure to the program, a decision was made to try to isolate one or more groups which were similar to the furloughees.

The search began with the population of all men released to parole in California during fiscal year 1969-70. From this group were excluded all men who had been exposed to the Department's work furlough program (during their present confinement) and those released from the Department's short-term prison programs for parole violators. The latter group was excluded because they are not eligible for the program. In addition, men released to parole outside of California were excluded due to their facing a different set of parole conditions. It would be desirable to further exclude those prisoners released to parole who had no interest in participating in work furlough so that the comparison group would consist of prisoners released to parole who would have participated in work furlough but were unable to. Unfortunately, this interest or lack of interest could not be determined within the study design constraints.

Work furlough is but one program in which prisoners about to be paroled may participate. Two others are temporary community releases and parole advancements. In the temporary community release program, the prisoner who is scheduled to be released within 90 days is allowed to leave the prison for up to 72 hours. Several such releases may be granted. Prisoners granted a temporary release typically visit their families, try to arrange for a job and place to live, and attempt to contact their future parole agent (Holt, 1969). Some prisoners, including those granted a temporary community release, are given parole advancements. Prisoners who have a parole date and a firm job offer

which cannot be held open until the prisoner is scheduled to be released may have their parole dates advanced, but this rarely exceeds 60 days. Relevant recent information is just now becoming available on this program.

Work furlough, temporary community releases, and parole advancements may be seen as alternative prison-based programs designed to ease the transition from prison to parole; for this reason, the selected group of 4961 men released to California parole in fiscal year 1969-70 were classified as to their involvement in the temporary community release and parole advancement programs. Four groups were thus produced: (1) those who had received a temporary community release only, (2) those who received a parole advancement only, (3) those who received both, and (4) those who received neither. Unfortunately, the characteristics of these groups differed from the work furlough group. This means that any differences in parole outcomes or the lack thereof between these groups could be due to the program, the characteristics of the parolees, or some combination of program variables and parolee characteristics. Despite these limitations, the groups were compared on criminal involvement while on parole.

Virtually every goal and aspect of the program is centered on the idea of helping the parolee survive the first few months on parole; and obviously, the program terminates with the placement of the furlough on parole. If the program has any impact on parole violations, it seems most likely that the effect would be most pronounced during the early months. The Research Division's routine follow-up system provides information for the first six months on parole, the first year and the first two years. For these reasons, it was decided to use parole violations during the first six months as one major criterion for evaluating the program.

Selection documents. Ideally, to examine the selection process, we should have had available documents describing all prisoners who were screened, examined and/or evaluated for work furlough eligibility. No such documentation was available. However, it was discovered that for administrative purposes various prisons were submitting lists of prisoners who were screened for work furlough eligibility to the work furlough administrator in Sacramento. These lists were apparently drawn from all prisoners receiving parole dates during the various time periods listed below at each institution. They were submitted by the California Medical Facility at Vacaville for the period from May through October, 1969; Sierra Conservation Center at Jamestown for September, 1969, through December, 1969; San Quentin for June, 1969 through January, 1970; California Training Facility at Soledad for November, 1969, through April, 1970; and California Men's Colony (West Facility) at San Luis Obispo for September, 1968, through January, 1970.

Only those lists containing prisoners screened July, 1969, through

April, 1970, were used. This was done in order to make the time period correspond as closely as possible to the period of operation being examined in this study—fiscal year 1969-70. There were 1613 prisoners on the lists used; 305 were not included because the data source (CDC Research Division's parole follow-up deck) available for this study did not contain information on these cases. There appears to be no important bias introduced through the exclusion of these 305 prisoners. These were people released to custody of some other jurisdiction and those who lost their parole dates. The lists were created for a purpose other than research, so some of the prisoners who were screened were not included in this analysis either because they were not included in the lists submitted or the necessary information was not available for them. Nevertheless, this analysis of 1308 prisoners does provide some information on what kinds of prisoners get approved for and placed on work furlough.

Interviews. As indicated earlier, some of the data deemed essential for this study could not be obtained except by interviewing the furloughes and staff. As with all human endeavors, this one was imperfectly executed.

The sampling procedure described earlier produced a sample of 96 furloughes who were to be interviewed. This sample was compared to the population of 960 work furloughes who entered work furlough in FY 1969-70 from which it was drawn on the characteristics mentioned earlier—commitment offense, prior criminal commitments, age, racial/ethnic group, base expectancy score, drug-use history, work history, and alcohol involvement. Since very few statistically significant differences were found between the sample and the population, it was concluded that the sample was representative of the population. While it was possible to interview only 61% of the sample, a comparison of the interviewed and non-interviewed furloughes on the variables just listed led to the conclusion that the interviewed furloughes were representative of the total sample of 96 work furloughes (Tables 62-69).

There were other limitations with the interviews. First, the questionnaire consisted of open-ended questions—a natural vehicle for interviewer biases. Though "forced choice" responses could have been included with the questions, it was felt that more researcher biases would enter through these pre-determined choices than would enter through open-ended questions. Either way, biases enter; and it was felt that open-ended questions would more accurately reflect the interviewees' attitudes than would pre-determined responses. Associated with the interviewer are the inevitable biases which enter during the process of coding the responses. Second, the interviewer was an employee of the Department of Corrections. The furloughes were told by the interviewer that he was a Departmental employee but that the information gained in the interview would not be given on an individual basis to people having discretionary power over them. It is likely

that the work furlougees were somewhat skeptical of this claim. They may have tailored their answers to fit Departmental or interviewer biases. And third, only one interviewer was used, thereby contaminating all of the interviews with one person's biases. If more than one interviewer had been used, the differences in responses found might have been due to interviewer variation. By using one interviewer, consistency was maintained though it was a biased consistency. A great deal of caution is necessary when looking at the interviewees' responses. They should be seen as providing a very tenuous basis for drawing important conclusions about the furlougees' attitudes.

Program departure documents. The type of departure from the work furlough program was taken from the official departure form (see appendix). The categories used in this form are somewhat ambiguous. The ambiguity is in the categories of those returned to prison. The categories termed county request, state request, inmate request, and disciplinary or inability to adjust are not defined; and it is not difficult to imagine how the same reason could be classified in any one of these categories. Because of these problems, the bulk of the analyses of the type of departure was based upon a dichotomy of release to parole or discharge ("successful") and release by return to prison or escape ("unsuccessful").

The information on the furlougees' escapes, criminal convictions and returns to and subsequent releases from prison are well maintained. This information was collected from index cards maintained by the Department in Sacramento. The principal use of this information was for the computation of time served in prison and escape status.

Earnings and jobs. In the early stages of the study design and data collection, it was expected that the official Departure Report from the Work Furlough Program form would provide information on the amount of money the furlougees earned, how much the State received from their earnings, the amount they spent for living expenses, a how much money and possessions they had on hand at the time of their departure from the program. Unfortunately, upon close examination, it was discovered that the reporting of financial data on the forms was incomplete and inconsistent. By the time this was discovered, it was too late to collect the information by any other means. Therefore, the financial data on a subsample of 74 forms selected for their semblance of completeness and consistency was used. The 74 forms were taken from the random sample of 96 work furlougees selected for interviews. The possible unrepresentativeness of the sample, coupled with serious errors contained even in the forms with a semblance of completeness and consistency, undoubtedly produced inaccurate financial data. These inaccuracies mean that it is not really known how much money the furlougees earned, how much the State received from furlougee earnings, how much was used for living expenses, and how much money and possessions were available to the furlougees upon their release. However, the inaccurate data was thought to be a slightly better basis for the

discussion of the work furlough financial situation than no data at all.

#### Statistical Analysis

The chi-square test of independence was used for virtually all of the statistical analyses. All of the chi-square tests were limited to two variables at a time, and each of the variables were reduced to dichotomies. Among other things, this means that the tests were often less powerful than they could have been, even with the low level of measurement of most of the variables; the rule of independence of tests was often violated, and some of the associations (differences) deemed to be statistically significant (meaningful) were probably spurious and therefore must be viewed with caution.

In effect, the chi-square test was used to "rule out" those relatively large differences (associations) which were based on a small number of cases. Even this utilization was somewhat vitiated by the fact that very small differences (associations) are statistically significant using the chi-square test when the number of cases is very large.

For these reasons, the chi-square test was not used slavishly; that is, not every significant chi-square value was interpreted to mean that a real or meaningful relationship existed. Rather, significant chi-square values were used to detect patterns of relationships.



## CHAPTER III

### SELECTION FOR WORK FURLOUGH

Participation in the work furlough program is limited to those prisoners who have been granted a parole or discharge from prison but have not yet been released.

In most cases a prisoner is given a parole hearing by the Adult Authority shortly after his admission to prison. This hearing determines whether the prisoner will be granted or denied a parole date; a decision based on such factors as the prisoner's commitment offense, his prior criminal involvement, and the time he has served in prison to date as well as his adjustment to prison.

If he is denied parole, he is rescheduled for another hearing within a year, a process which may be repeated many times.

If parole is granted, a date for his release from prison to parole is set, thereby making him legally eligible for work furlough.

Other prisoners eligible for work furlough are those who are within a few months of the end of their maximum term and those who are granted an early discharge from prison by the Adult Authority. However, most prisoners are released to parole rather than discharged.

Some prisoners with parole or discharge dates are not eligible for work furlough because they received an immediate release late or because their release date is so close to the date of their hearing that they would not have sufficient time to be placed on the program. Some prisoners are released to the custody of some other jurisdiction, thereby making them ineligible. Other prisoners with release dates more than a month or so from the date of their hearing are declared ineligible for other reasons; such as, having a RUAPP-type date, having no work furlough facility in their parole release district, an unacceptable criminal history, a detainer—or hold, finishing a program in prison, having local resources, not interested, etc.

The only uniformly applied criterion of eligibility is that the prisoner have a parole or discharge date. Other criteria exist, but interviews with work furlougees and staff revealed that they were ambiguous in content and application during the period under study. A decision was therefore made to base the analysis of selection for work furlough on some of the characteristics of prisoners readily available from Departmental statistical records. These characteristics are: commitment offense, prior criminal commitments, age, racial-ethnic group, base expectancy score, and illegal drug use history. The use of prisoner characteristics for the selection analysis has the advantage of making the analysis for each stage of the screening process comparable.

It has the additional advantage of making the results of this analysis comparable to the results of the analysis of other parts of the program which were also based on these prisoner characteristics.

Two groups were studied: an available sample of 1,308 men who were considered for work furlough eligibility and placement in fiscal year 1969-70 and the population of 960 men who entered work furlough in fiscal year 1969-70. These study groups are defined and discussed more fully in the "Methodology" section of this report. The limitations of the sample of 1,308 men are discussed in that section.

The following analysis will examine 1) the initial screening of prisoners for eligibility by the prison classification committee, 2) the actual placement of prisoners on the program, and 3) differences between types of facilities with regard to the prisoners they select for placement.

#### Eligibility Screening at Prison

Twenty-five percent of those in the study pool of 1,308 men were declared eligible for work furlough by the prison classification committees. A large number of prisoners are declared ineligible. Apparently, as constituted, the work furlough program cannot be used by three-fourths of the prisoners receiving a release date—a serious limitation of the applicability of this program to large numbers of prisoners possessing parole dates. This large ineligible group is partially created by informal Departmental exclusionary criteria and by some types of parole date setting by the Adult Authority; that is, when a parole date as set follows shortly after the date of the hearing.

The twenty-five percent declared eligible differed on some of their characteristics from those declared ineligible.

Commitment offense. Prisoners committed for a property offense other than robbery (that is, burglary, theft and forgery and checks) were more likely to be declared eligible than ineligible, and those committed for a sex offense were less likely to be declared eligible. The other commitment offenses were not related to eligibility determination (Table 1).

Prior criminal commitments. This variable was not related to eligibility determination (Table 2).

Age. Younger prisoners (under 35 years of age) were more likely to be declared eligible, and older prisoners ineligible (Table 3)

Racial-ethnic group. Blacks were more likely to be declared eligible, and Chicanos were more likely to be declared ineligible. Whites were neither under nor overselected (Table 4).

Base expectancy score. The base expectancy score is an actuarial

device designed to predict "success" on parole; the higher the score, the higher the likelihood of "success." The base expectancy scores were not related to determining eligibility for the program (Table 5).

Illegal drug use history. Prisoners with a history of opiate (typically heroin) use were slightly less likely to be declared eligible; prisoners without a history of illegal drug use were more likely to be declared eligible. Prisoners who have used marijuana or illegally used other drugs but who had not used opiates, were neither more nor less likely to be declared eligible (Table 5).

Summary of relationships. The prison classification committees tended to declare the following kinds of prisoners eligible or ineligible for work furlough:

<u>Eligible</u>	<u>Ineligible</u>
Property offenders (other than robbery)	Sex offenders
Under 35 years of age	Over 35 years of age
Blacks	Chicanos
Not illegal drug users	Opiate (heroin) users

These relationships seem to make sense when viewed from a traditional classification point of view. The exclusion of what are perceived by prison staff to be more troublesome prisoners from an "under-controlled" program in order to lower problems within the program seems to have been attempted. Therefore, sex offenders who may have a potential for committing an offense that might bring negative publicity and public pressure upon the program tended to be declared ineligible. Also, prisoners with a history of heroin use tended to be declared ineligible, being potentially likely program failures. The exclusion of heroin users probably accounts for the tendency to exclude Chicanos since Chicano prisoners tend to be more likely to have histories of heroin use than other racial-ethnic groups. The meaning behind the tendency to exclude older prisoners is unclear. The tendency to declare property offenders and prisoners with no history of drug use eligible makes sense in that they may be seen as presenting less of a threat to the community than other prisoners. The sources of staff perceptions leading to these exclusions is not known or at best could only be speculated upon. Also, there may be other explanations of the relationships.

#### Referrals to Work Furlough Facilities

The second level of decision-making involves the referring of eligible prisoners to a work furlough facility. Some eligible prisoners are referred, and some are not.

It is at this point in the selection process that the prisoners who do not want to go on work furlough can make their wishes effective. But unfortunately, records of these decisions are not kept by the Department. Prisoners may not wish to place themselves in the precarious situation of a work furlough, fearing that they might get caught in a rule violation and lose their parole date. Probably more important is the "siphoning off" of candidates into parole advancements: That is, the prisoners decide to seek an advancement of their parole date (usually by 60 days) rather than to go on work furlough. Unfortunately, this makes it impossible to analyze the characteristics of those prisoners deciding to participate versus those deciding to reject the program.

#### Facility Screening of Eligibles

Not all the prisoners declared eligible and referred to a program are actually placed on work furlough. By and large, this screening is done by the staff of the work furlough facilities based on their judgments of suitability, the desires of employers, bed space availability, policies, and so forth. Also, as indicated in the prior section, some prisoners who are declared eligible decide that they do not want to participate.

Since there was a lack of information on which eligible prisoners were or were not referred, a decision was made to look at these prisoners in the study pool of 1,308 who were declared eligible (N=321) and see which did or did not enter work furlough. Forty-five percent (N=145) of the eligible prisoners actually entered the program, and 55% (N=176) did not enter. The differences in characteristics between these two groups were looked at. Whether or not the differences found were specifically due to referral decisions, facility decisions, prisoner personal decisions, or some combination thereof is unknown.

Commitment Offense. Only one commitment offense (theft) was found to be statistically significantly related to placement on work furlough, and it would appear that this variable is of no appreciable consequence in the placement process (Table 1).

Prior criminal commitments. Prisoners with a prior commitment to a jail or juvenile institution (but not to prison) are less likely to be placed on the program, especially if they had more than two such commitments. Those who have had a previous commitment to prison (disregarding any jail or juvenile commitments) and those who have never before been committed to any correctional institution were neither more nor less likely to be placed (Table 2).

Age. Though the pattern is not regular, it would appear that younger prisoners (under 25 years of age) were less likely to be placed on work furlough than older prisoners (over 35 years of age). This represents a reversing of the findings on eligibility determinations where younger prisoners were more likely to be declared eligible and older prisoners ineligible (Table 3).

Racial-ethnic group. Whites tended to be placed on work furlough; Chicanos tended not to be; and Blacks were neither more nor less likely to be placed (Table 4).

Base expectancy score. Prisoners with higher base expectancy scores (46 and above) were more likely to be placed on work furlough than were those with lower scores who were more likely to not be placed (Table 5).

Illegal drug use history. This variable was not related to placement on the program despite its relationship at the level of eligibility determination where prisoners with a history of heroin use tended to be declared ineligible (Table 6).

Summary of relationships. Four of the six prisoner characteristics examined were related to placement on work furlough. The work furlough facilities were more likely to place or not place prisoners with the following characteristics:

<u>Placed</u>	<u>Not Placed</u>
-	Prior jail or juvenile commitments (especially three or more)
35 years of age and over	Under 35 years of age
White	Chicano
Higher base expectancy score	Lower base expectancy score

The meaning of these relationship seems less clear than the meaning of the eligibility determination relationships. The tendency to not place prisoners with lower base expectancy scores and to place on work furlough those with higher scores makes sense from a traditional classification point of view—i.e., don't take prisoners with a lot of negative factors in their background. However, the traditional classification point of view fails to explain the tendency to reject younger prisoners unless older prisoners are seen as being more tractable.

### Selection for Placement by Facility Type

The work furlough facilities may be divided into two types—those operated by the State (Department of Corrections) and those operated by the local county jails. This is an important division in that those who determine which State prisoners will or will not be placed in their facilities are State correctional employees in one case and county jail employees in another, each with different sets of obligations and interests. It seems reasonable that the kinds of prisoners selected for placement in these two types of facilities might be different.

As was indicated and more thoroughly discussed in the "methodology" section of this report, the records which were used for this study did not allow a determination of which men were rejected by which facilities as the type of facility was known only for those placed on a program. Because it seemed important to determine if the two types of programs selected different kinds of prisoners, the following analysis might provide suggestive findings.

Those prisoners from the group of 1308 men who were declared eligible but not placed on work furlough (N=176) were compared to the 960 prisoners placed in a State-operated facility (N=812) or a county jail facility (N=148) during fiscal year 1969-70. These comparisons were somewhat statistically deficient in that the comparisons were made across groups defined in different ways. The first was a non-random sample based on incomplete sets of lists of men screened for eligibility while the second group was a population of all men who entered the program. The other deficiency is that it is not known (and cannot be rigorously determined) if the two types of facilities drew from a pool of candidates who were alike on the characteristics examined. What follows assumes, in effect, that these inadequacies were not sufficient to invalidate the conclusions.

Because this analysis is closely related to the prior comparison of those who were placed or not placed on the program, the discussion will incorporate the findings of the earlier analysis.

Commitment offense. Although commitment offense was not appreciably related to the overall decision to place a prisoner on work furlough, it was related to placement by the two types of facilities. The State facilities tended to underselect those committed for theft (other than robbery, burglary, and forgery and checks). The underselection of theft offenders was relatively slight while the overselection of homicide offenders was relatively strong. Inasmuch as homicide offenders are a relatively small proportion of the work furlough (and prison) population, it seems reasonable to conclude that the effects of selection on the basis of commitment offense was relatively slight for the State-operated work furlough facilities. The county

jail facilities were rather selective in terms of commitment offense; they underselected those committed for narcotics offenses and overselected those committed for forgery and checks (Tables 1 and 7).

Prior criminal commitments. The earlier noted tendency for those prisoners with three or more prior commitments to a jail or juvenile institution to not be placed on work furlough is attributable to selection by both the State and county jail facilities, but the tendency is much stronger for the county jail facilities. The earlier placement analysis showed that those with any prior commitments to prison were slightly more likely to be placed on work furlough, but the difference was not statistically significant. This analysis (based on a partially different and larger set of data) shows that both types of facilities tend to overselect those with prior prison commitments, and this tendency is rather slight among the State facilities and relatively strong among the county jail facilities (Tables 2 and 8).

Age. The earlier noted tendency for older prisoners to be placed on work furlough and younger prisoners to be rejected is confirmed; again, the tendency seems slightly stronger for the county jail facilities. This pattern is, again, stronger for the relatively very young—those under the age of 24—and those relatively older prisoners between the ages of 40 and 49, but the oldest prisoners (age 50 and over) are neither under or overselected by either type of facility. Overall, the split seems to be at about 35 years of age, with the tendency to reject or accept generally growing stronger in the two directions (Tables 3 and 9).

Racial-ethnic group. The overselection of Whites and the underselection of Blacks and Chicanos for work furlough appears to be due to the placement pattern of the county jails. The county jail work furlough population tends to be disproportionately White while the State facilities tend to take the Blacks and the Chicanos who enter work furlough (Tables 4 and 10).

Base expectancy score. The earlier noted tendency for those with higher base expectancy scores to be placed and those with lower scores to not be placed is confirmed, and this tendency is evidently mostly due to the selection practiced by the county jail facilities (Tables 5 and 11).

Illegal drug use history. The analysis of those placed on the program versus those not placed showed a very slight tendency toward the underselection of those with a history of opiate (heroin) use and a correspondingly slight overselection of those without a history of illegal drug use. This analysis clarifies the relationship. The State prison facilities evidently do not use this variable, but the county jail facilities strongly underselect those with a history of opiate (heroin) or marijuana use and strongly overselect those with no

history of illegal drug use (Tables 6 and 23).

Summary and interpretation of the selection of eligible prisoners. The relationship between the three elements—(1) prisoner characteristics, (2) acceptance or rejection for work furlough placement, and (3) type of facility—is summarized below:

<u>Prisoner characteristics</u>	<u>All facilities combined</u>	<u>State facilities</u>	<u>County facilities</u>
Homicide	-	accept	-
Theft	reject	reject	-
Forgery and checks	-	-	accept
Drug offenses	-	-	reject
Prior jail or juvenile commitments (especially three or more)	reject	reject	reject
Prior prison commitments	-	accept	accept
Younger	reject	reject	reject
Older	accept	accept	accept
Whites	accept	accept	accept
Blacks	-	reject	reject
Chicanos	reject	-	reject
Lower base expectancy	reject	-	reject
Higher base expectancy	accept	-	accept
Opiate or marijuana users	-	-	reject
Non-drug users	-	-	accept

### Interpretation of the Placement Analyses

Two patterns emerge from the analysis of the differences in the characteristics of those eligible prisoners placed on the program versus those not, and from those placed in a State facility versus those placed in a county jail facility. Two possibly interrelated sets of ways in which these patterns could be explained are: 1) the rejection of drug users by the county jail facilities and 2) the acceptance by both types of facilities of what might be called "seasoned cons." Obviously, other explanations of these relationships are possible. The following is an attempt to indicate the bases for concluding that there were two patterns, an interpretation of these patterns, and a conclusion about the end result of the placement process.

The two patterns. Both the county jail and the State facilities tended to accept on work furlough prisoners who had prior prison commitments, were older, and were White. They both tended to not place prisoners who had three or more prior jail or juvenile commitments, were younger, and were Black. These differences tended to be greater for the county-jail-based facilities than for the prison-based facilities. In addition, the county-jail-based facilities also tended to place prisoners with forgery commitment offenses, higher base expectancy scores, histories of no illegal drug use; and to not place prisoners with drug commitment offenses, Chicano racial-ethnic group memberships, lower base expectancy scores, and illegal drug use histories.

The three interpretations. All of the characteristics uniquely associated with selection by the county jail facilities are generally intercorrelated, and the pattern of high and low rates on these variables in the county jail facilities is in the direction which would be expected if the selection was based primarily on the prisoners' history of illegal drug use. Illegal drug use histories are much more often found among people committed to prison for drug offenses and relatively uncommon among those committed for forgery and check offenses; Chicano prisoners are considerably more likely to have a history of illegal drug use, and a history of illegal drug use lowers base expectancy scores.

With the exception of illegal drug use history and its related variables, the county jail and State facilities appear to generally use the same basis for making placement decisions.

One concept which could account for the overrepresentation of older prisoners with prior prison commitment(s) is that which might be called the "seasoned con." Especially in comparison to the younger prisoner who has never before been committed to prison, the "seasoned con" has learned how to survive under conditions of restricted freedom and may be more likely to have come to a point in his life where "the only place to go is up." He might then be a person who

would be more likely to seek such a program as work furlough because of the promises it makes for helping him to keep from coming back to prison yet again. He might also believe that he has learned to negotiate a program such as work furlough without getting into trouble, even though he knows of many prisoners who did not make it through the program and were returned to prison rather than released to parole.

The "seasoned con" concept offers little help in explaining the underrepresentation of Chicanos and Blacks in work furlough. One possible explanation of this underrepresentation, the absence of work furlough facilities in the major center of Black and Chicano population—Los Angeles—during the time covered by this study, could account for their underrepresentation. In this light it should be noted that there was a facility near downtown Oakland which housed a disproportionate number of Blacks. The nearest work furlough facility to downtown Los Angeles was located in Chino—nearly 40 miles away. Since the time period covered by this study, a facility has been placed near downtown Los Angeles. This has helped to lead to an increase in the percentage of work furloughees who are Black from 36% in FY 1969-70 to 42% in FY 1972-73.

A conclusion about the placement process. The net effect of the placement process was for the two types of facilities to place on their programs those prisoners who are seen as more tractable—the older, White prisoner with prior prison commitments in the case of both types of facilities and the White, non-addict, check forger in the case of the county jail facilities. Some of the county jail contracts were later terminated by mutual consent, with the Department terminating partially on the basis of the counties' very restrictive selection criteria.

### The "Worthy Few" or One-in-Ten

Seventy-five per cent (N=987) of the prisoners who became legally eligible (N=1308) for work furlough were declared ineligible by the prison classification committees. Only a few of the prisoner characteristics were related to the screening, and these relationships were relatively weak. The primary contribution of the prison classification committees would seem to have been a severe cutting down of the pool of legally eligible prisoners to help meet the number of available openings. A somewhat lower proportion of the eligibles (N=321) were screened out of entering the facilities—about 55% (N=176). This screening was related to many more of the characteristics examined, and the relationships were much stronger. The net impact of these screening processes was to select 10% (N=145) of the legally eligible prisoners for placement on the program.

The work furlough program was supposed to assist in lowering parole violation rates. Those who were placed on the program were gen-

erally those who were less rather than more likely to become parole violators. It would appear that work furlough as practiced by the California Department of Corrections and contracting counties is just one more program where "better qualified" candidates are selected for placement rather than those who are probably more in need of help.

## CHAPTER IV

### FURLOUGH AND WORK

Various Departmental policies, programmatic statements, and descriptions of the work furlough program indicate that it is supposed to provide a furlough situation which will be intermediate between prison and parole so that the convict's transition from one situation to the other will be eased, but the furlough situation is not explicitly delineated. Similarly, though the value of work is frequently proclaimed, the work situation itself is not clearly described. The following is an attempt to make these concerns more explicit; in the process, some aspects of the program which would otherwise be hidden from view will be brought into clearer perspective.

#### The Furlough Situation

The Department's Administrative Bulletin 69/31 states:

The work furlough program provides a transitional period between the highly structured institutional environment and the expectations of a free society. This void has been historically neglected in the correctional process and is not breeched by the simple expedient of advancing an inmate's parole date.

A slightly different perspective on the furlough situation will help to describe just what it means to be on (work) furlough. In comparison to parole (rather than prison), the furlougee is placed in the community as if he were on parole (in some respects) but placed under constraints as if he were a prisoner (in some respects). First, a work furlougee must return to custody each day after work and usually remains in custody during his non-working days. A parolee is under no such reporting or custody arrangements. Second, a work furlougee may not drink alcoholic beverages, whereas this activity is only precluded for some parolees. Third, work furlougees are much more closely supervised than parolees. A work furlougee has daily contact with staff. This makes it much more difficult for him to avoid detection for rule breaking behavior than is the case for parolees, who are only likely to see their parole agent once or twice a month. Fourth, if a work furlougee fails to return to custody within a few hours of the time he is due, he can be declared an escapee—a felony offense. A parolee, by contrast, could probably fail to keep in contact with his parole agent for well over a month before a parolee-at-large action would be taken against him. A parolee-at-large action is not an offense punishable in court. The consequences of a parolee-at-large being caught are likely to be either a return to prison on his present commitment or a reinstatement.

ment on parole. Work furlougees, for closely parallel behavior, may pick up a new felony conviction due to their status as work furlougees. The above examples, though not all inclusive, illustrate that behavior by a parolee likely to not lead to the parole agent submitting a parole violation report could lead to serious consequences were the parolee a work furlougeee. To further exaggerate these differences, the enforcers of some work furlough rules—prison and county jail staff—appear to react in a more punitive manner toward rule violations than do parole staff.

#### The Work Situation

Some Departmental employees have said at various times that the work furlough program should not be a farm labor program, that the work furlougees should be paid prevailing wages for the type of work done, and that they should not work for low wages typically described as under \$2 an hour.

Treating first the two specific issues mentioned above, it would indeed appear that work furlough is not a farm labor program. Only 1% (12) of the work furlougees were classified as farm laborers as compared to 2% of the employed California males of age 14 and older (Tables 13 and 14). However, the U. S. Census Bureau's classification of shed workers as operatives may have overestimated, if not reversed, this difference. Shed workers pack fruits and vegetables in buildings usually located on large farms, and the type of work they engage in could have been classified as farm labor with some justification. Still, even if shed workers are included, farm labor represents only a very small part of the work furlough program.

Whether or not work furlougees earn what other employed men earn in similar jobs could not be determined for all the work furlougees. In order to get some idea of the differences, data on the hourly wage rate for the work furlougees was collected from the Departure From Work Furlough form. For comparison, data on laborers and garage attendants in the Area Wage Surveys published by the California State Personnel Board was used. The Board periodically surveys wages and salaries of various occupations to help them in determining what wage and salaries should be paid to State employees. Their data is organized in their published materials around various metropolitan areas. In a survey in October, 1969, covering both the Los Angeles and San Francisco metropolitan areas, garage attendants were reported as earning \$3.48 an hour and heavy laborers, \$3.30 an hour. By comparison, work furlougees working as service station attendants (i.e., garage attendants) were reported as earning \$2.04 an hour, and laborers were reported as earning \$2.62 an hour. In each instance work furlougees earn considerably less than other workers in their type of job. Apparently the goal of work furlougees' earning the same wage as similar workers on the outside is not met. There are certain

other problems in the comparisons made—i.e., the geographic areas, though overlapping, are not identical; so it's possible that some work furlougees were working outside of the Los Angeles or San Francisco metropolitan areas in lower wage areas, and these lower wage areas are not averaged into Personnel Board's data—but it is unlikely that this would lower their wage rates very much. In addition, the survey data covers all wage earners in the categories—many of long-standing duration—whereas work furlougees are often new entrants into the occupations and consequently work at some of the less desirable positions and earn lower pay rates. Another problem is that, because of the limited data available, only two occupational categories were compared, and the two occupations are not representative of all work furlougees. However, the direct comparison involving two work furlough occupations indicated that work furlough does not appear to lead to jobs at prevailing wage rates.

According to the Department (Administrative Bulletin 69/31, 1969: 2), the program was supposed to place people in jobs utilizing the skills they had learned in vocational training or while working on institutional jobs. Only 20% of the furlougees interviewed reported that they had used the job skills learned while in prison on their work furlough job (Table 15). In a study of vocational training with the Department, 35% of the parolees who had received training were initially employed in an identical or related trade (Dickover, et al., 1971:8). Evidently, this carryover of the prison job training to the work furlough employment is more of a desired goal than a demonstrated fact for work furlougees; and they probably do no better than other parolees in this respect.

Administrative Bulletin 69/31 expressed the "hoped-for objective" that the furlougeee "may acquire the feeling of self-respect which comes with productive activity." Again, the question arises as to just what this objective means in terms of the actual work done.

The furlougees' job status and type of job were obtained from the Departmental work furlough departure form. Some of the forms were missing and some were inadequately filled out, so information was available on only 878 (91%) of the 960 furlougees under study. There was a 5% unemployment rate among these 878 men; that is, they held no job at all while on work furlough. Most (95%) of the work furlougees did work.

The type of job held by the working furlougees was reported for 831 (87%) of the 960 prisoners and reveals that work furlougees wind up in very disproportionate numbers in lower-status occupations. Whereas 46% of the employed males 14 years' old and over in California in 1970 were employed at "white collar" type jobs, only 9% of the work furlougees were employed at white collar jobs. Conversely, 54% of the California males were employed in blue collar type jobs whereas

91% of the work furloughees worked at blue collar jobs. If the more prestigious of the blue collar jobs are pulled out (craftsmen, foremen; transport equipment operators; and farmers and farm managers) and only the lower-status blue collar jobs (operatives, laborers, service workers) are compared, California males register only 28% while work furloughees hit 67%. Clearly, work furloughees are employed at lower-status occupations (Table 16). This is not an attempt to imply that the program is downgrading the work furloughees' occupational status. Though there is a lack of information on the work furloughees' prior jobs held, it is reasonable to assume that they were often of a status similar to the work furlough jobs. Work furlough may, though, help perpetuate a man at his low-status occupational level.

Slightly over 50% of the work furloughees earn \$2.50 per hour or less. Thirty-four per cent of the work furloughees earn \$2.12 or less per hour. A large number of work furloughees appear to work for rates of pay that make it almost impossible for them to meet their financial obligations and leave the program having acquired some assets though, the low hourly rates of pay are partially compensated for by 60 and 70 hour workweeks for some furloughees (Table 17).

Some of the more subtle forms of possible misuse of work furloughees as workers is shown in the following quotation from a former manager of a work furlough facility.

Shortly after we began operation at Don Lugo, I noticed that a considerable number of the men in the work furlough program were employed by two employers in the mobile home industry. At first, there did not appear to be anything amiss in this particular arrangement. The work furloughees were given the same entry level wages as non-work furloughee employees. However, a closer examination revealed a number of areas in which it appeared that a subtle form of exploitation was occurring. The work furloughees were generally given the worst available jobs. Frequently, they were worked out of classification without the normal change in job title and the concomitant pay increase. In addition, work furloughees were almost never promoted even though the employers would frequently inform us that some of our men were exceptional employees. Even more subtle—but perhaps more devastating—was the fact that these employers would use the men's status as an inmate as a lever against him to obtain total conformity and to prevent airing of grievances (Campbell, 1973:5).

The employers did not engage in these practices without any justification. Work furloughees frequently terminated their employment upon release from the program. Employers were reluctant to extensively train employees who were likely to be employed for only a short duration of time. The extent to which this situation represented a self-fulfilling prophecy is unknown, but aspects of such appear in this situation. From the employees' point of view, it could be that, among other things, they desired to shed employment where overtones of their former prisoner status might remain.

#### The Employer

The Department has stated that the work furlough facility "will eventually be viewed by some employers as a ready source for obtaining dependable manpower" (Administrative Bulletin 69/31, 1969:3) and that "some employers have indicated a preference for the work furloughees, who are 'always sober on Monday mornings'" (California Department of Corrections, 1968:7). The Department assists the employer in "obtaining dependable manpower" by returning to prison those furloughees who take an "unauthorized absence from [the] place of employment, usually in pursuit of feminine companionship" and those who are "unable to resist the temptation to purchase and use alcoholic beverages" (California Department of Corrections, 1968:7).

The work furloughee must also pay for his room and board in the work furlough facility and for his supervision by a parole agent while on the program if he is employed.

#### Summary

There is some evidence to suggest that the work furlough situation may not be a natural transitional stage between prison and parole. Learning the role of a work furloughee with its "tighter" supervision may bear little relationship to learning the role of a parolee with its "looser" supervision. Work furloughees tend to work in lower-status occupations at lower-than-average rates of pay than other males in California. Some employers use the program as a source of relatively cheap and dependable manpower.



## CHAPTER V

### PROGRAM OUTCOME AND PRISON TIME SERVED

All prisoners who enter the work furlough program leave it in a number of different ways after serving varying lengths of time. This chapter will examine these different ways and some of their consequences.

#### Time in the Program

The prisoner is expected to spend some two or three months on the program, with the average (mean) length of stay being about two and one-half months and the range being from a few days to over six months. The length of time the prisoner spends in the program is evidently unrelated to his subsequent "success" or "failure" on parole as both the successes and failures spent an average of 74 days on the program (Table 18).

#### Types of Program Departure

When a prisoner on work furlough leaves the program, a Departure from Work Furlough form is filled out and a reason for leaving is checked off from among those provided on the form (shown in Appendix D). In this study these reasons were used and dichotomized into "successful" and "failure" terminations as follows: success was defined as a release to parole or discharge, and failure was defined as a direct return to prison or escape. Included with the failures are 35 prisoners (4%) who requested to be returned to prison, those returned because they could not find a job, those laid off of their job and returned, and some who were returned for "medical reasons" (Table 19). While some Departmental staff have taken exception to these failure classifications, it is felt that they do, in fact represent program failure in the sense that program and/or community conditions were such that the prisoner could not successfully remain on the program.

Out of the 960 work furloughees who entered the program, 71% were "successes" and 29% "failures" (Table 19). This program failure rate of 29% is much higher than the six-month parole outcome failure of 12% for a group of 4,961 non-work-furlough prisoners released to parole in fiscal year 1969-70 (Tables 19, 49). Apparently, a prisoner is much more likely to fail and be returned to prison after entering work furlough than if he were released directly to parole on the date he entered work furlough. Furthermore, the real difference is understated as will be seen later in this report.

#### Reasons for Failure

As indicated in the prior chapter on "Furlough and Work," the

furloughee is exposed to a much more restrictive set of conditions than is the parolee; he is placed under more intermittent scrutiny than parolees, not allowed to drink alcoholic beverages, may be returned to prison for being a few hours late in reporting to work back to the work furlough facility, and an evening out with a woman may result in his return to prison. The relatively high rate of "failure" on the program as compared to "failure" on parole should not be too surprising in this light. Usually when a work furloughee returns late or drinks, his behavior is overlooked in terms of taking a formal action of removing the man from the program. Nevertheless, work furloughees are removed and returned to prison often enough to lead to the program failure rate exceeding the six-month parole outcome failure rate of the non-work-furlough releases to parole.

Some of the data from the interviews of staff and prisoners help shed light upon the operation of work furlough in general. When the sample of work furloughees were asked: "What types of rule violations occur routinely?" 67% mentioned drinking alcoholic beverages, and 57% mentioned returning late to a facility. When asked: "What types of problems lead to failure?" 52% mentioned drinking alcoholic beverages, 27% using illegal drugs, 17% returning late to a facility, and 15% visiting women without permission. The staff tended to see rule violations and failing in a fairly similar manner (Tables 21 and 22). When asked: "What types of work furloughees failed?" the most frequently mentioned type was alcoholics (Table 23). These factors were often tied together when a work furloughee or staff member would describe a typical failure. A typical failure was portrayed as a work furloughee stopping on the way back to custody to have a drink, becoming intoxicated and failing to return to custody on time. Often involved in these situations was a woman the work furloughee wished to be with rather than returning to custody. Some work furloughees, though intoxicated, returned to the facility late, hoping to receive more lenient handling than they would have received had they "run". Others were referred to as "panicking" in the situation and "running". The dilemmas presented to the work furloughee were inherent in his status as a work furloughee—i.e., if he had been a parolee, it is very likely that no actions would have been taken against him for similar behavior. The work furlough program places a prisoner in a situation where rule violations are almost bound to occur. After being locked up in prison for a lengthy period of time, a prisoner is placed on the streets with admonitions not to drink or visit women and to return daily to a degrading ceremony of reimprisonment. The program helps generate a high failure rate through these almost unnatural expectations.

#### The Characteristics of Work Furlough Successes and Failures

Furloughees with certain characteristics were more likely to be

classified as having "successfully" completed the program while others were more likely to be classified as "failures." In summary, the successful furlougee was more likely to have 1) been committed for a homicide, forgery, check, or rape offense; 2) never before been committed to a correctional institution; 3) a higher base expectancy score; 4) a more stable employment history; 5) no history of alcoholic difficulties; and 6) been White. The program failure was more likely to have 1) been committed for a burglary offense; 2) prior commitments to prison; 3) a lower base expectancy score; 4) a less stable employment history; 5) a history of trouble associated with alcohol, and 6) been Chicano (Tables 24 through 31).

Many of these same variables were also related to the facilities to which the furlougees were "assigned" (Tables 32 through 39); yet the facilities did not differ appreciably in the proportion of successful and unsuccessful program outcomes (Table 19). The only individual facility or facility type which differed in program outcome rates was Soledad (CTF), which had a statistically significantly higher failure rate (Table 19).

#### The Prison Term

Most work furlougees (71%) were released on schedule; that is, on or near their original parole date. Some work furlougees (12%) had their parole date advanced; that is, they are released to parole a few days or months earlier than they were scheduled to be released. Some work furlougees (166, or 17%) either had their parole date set back or they lost it (Tables 61, 40). Setting back a parole date occurs when the Adult Authority is reviewing the charges and evidence of a work furlough rule violation, reported on a prison disciplinary form called a "115," and render a decision changing the original parole date to a later parole date. Typically these extensions involve two, three, six, or more months being added onto a work furlougee's time served in prison. The Adult Authority may also cancel the parole date, which actually resets the prisoner's sentence to its legal maximum time but usually results in his reappearance one year later, at which time he may receive a new parole date.

This process of advancing, setting back, and removing original parole dates represents a system of official rewards and punishments for the appropriate and inappropriate behavior of work furlougees. cursory examination of the data suggested that the handing out of these rewards and punishments may be related to types of prisoners as well as types of infractions. To explore this possibility, parole date advances (rewards) and parole date set-backs and removals (punishments) were examined in relation to the furlougees' characteristics. Also studied was the variation in parole date advances (rewards) and parole date set-backs and removals (punishments) between the various work furlough facilities.

Unfortunately, this study was too far along before the importance of Departmental and Adult Authority term-modifying decisions with regard to those on the work furlough program was realized; and it was too late to collect direct data on those decisions. An indirect method was used to approximate these Adult Authority decisions utilizing known data on the time between release and original parole date. A work furlougee released to parole seven days or more before his original parole date was assigned to the parole-date advance group. A work furlougee serving from seven days up to one year of additional prison time past his original parole date was assigned to the parole-date set-back group. Work furlougees serving an additional one year or more past their original parole date were considered to have lost their dates. In assigning a prisoner to the category parole date advance, date set back, or date lost, some erroneous placements were made. For example, a prisoner could lose his parole date but reappear before the Adult Authority six months after the parole date loss and receive a new parole date that would have him serve less than one additional year in prison. Unfortunately, this prisoner who lost his parole date would be classified as only having his parole date set back. Misclassifications were probably quite infrequent, and those that occurred were most likely to be mislabelling parole set-backs as parole date losses and vice versa.

One serious limitation to analyzing the parole date advances, set-backs, and losses by the characteristics of the work furlougees is that an intervening variable—the behavior of the work furlougee—is overlooked. A false inference may be made that the decisions are based solely on the characteristics when, in fact, the decisions are probably based more upon the behavior of the work furlougee than the characteristics examined. Furthermore, the behavior and characteristics are interrelated—so that the meaning of the relationships reported is obscured. Nevertheless, they do give one some idea of what types of work furlougees receive parole date advances, set-backs, and losses whether primarily based on reactions to the work furlougee's behavior or to his characteristics.

Analysis of the distributions of the approximated Adult Authority decisions suggests that parole date advances tended to be given to work furlougees who are: White, have no prior criminal commitments, have higher base expectancy scores, and have no prior alcohol involvement. Parole date advances tended not to be given to: Chicanos, those with lower base expectancy scores, and those with prior alcohol involvement (Tables 40 through 47).

Parole date set-backs tended to be given to: men with three or more prior jail or juvenile commitments, men with lower base expectancy scores, and men with prior alcohol involvement. Parole date set-backs tended not to be given to prisoners with: no prior criminal commitments, higher base expectancy scores, and no prior alcohol involvement

(Tables 40 through 47).

Parole date losses are apparently given to prisoners with burglary and theft commitment offenses, who are Chicano, who have prior prison commitments, and who have lower base expectancy scores. Parole date losses were least likely for prisoners with a history of non-opiate drug use, less than three prior jail or juvenile commitments, and higher base expectancy scores (Tables 40 through 47).

The associations between Adult Authority term modifying decisions and work furlougee characteristics does not mean that these decisions were made on the basis of the characteristics described. Other factors undoubtedly entered into these associations. Still, whatever other factors intervened the results were that work furlougees with certain types of characteristics received parole date advancements; and work furlougees with other characteristics received parole date set-backs or losses.

Although the various facilities differ to some extent on the percentages of parole date advances, set-backs, and removals their work furlougees received, there does not seem to have been a great deal of facility deviation from the total program norms. Work furlougees at Chino (California Institution for Men) and the five smaller county-jail-based facilities were given significantly higher proportions of parole date advancements. Those at San Quentin received significantly fewer advancements. Work furlougees at Soledad received significantly more parole date set-backs (Table 48).

Differences in granting parole date advances, set-backs, and losses to work furlougees seem to be minor among the various facilities and to be greater when types of work furlougees are compared. White non-alcoholics with lesser criminal histories tended to receive parole date advances, alcoholics received parole date set-backs, and work furlougees who are Chicanos or have prior prison commitments tended to receive parole date removals. Surprisingly, the strong association of drug history to program elements that occur elsewhere did not occur here.

There were no significant differences between the three major types of facilities on parole date changes. The only significant differences which did occur were associated with individual facilities; and again, the differences were few (Table 48). Parole date advance, set-back, and removal policies seem to be oriented toward types of prisoners and are relatively unaffected by differences between the various facilities' operating styles.

#### Prison Time Served and Work Furlough

The gross categories of parole date advances, set-backs, and

losses were converted into the actual amounts of reductions or additions to prison time served associated with placement on work furlough. Such a calculation when summed up gives one a measure of whether or not work furlough increases or decreases the amount of time in prison.

The typical work furlougee neither reduces nor adds onto his time served since he is released to parole on his original parole date (mode = 0, median = 0). On the other hand, work furlougees as a whole serve an average (mean) of 47.4 additional days in prison beyond their original parole date (Table 61).

The prison time served figures were calculated in the following manner:

1. It was assumed that, if the work furlough program had not existed, the work furlougees would have been released to parole on their original parole date.
2. Reductions in time served were derived by calculating the difference in days between the original parole date and the actual parole date (the advanced parole date) for work furlougees whose actual parole date preceded their original date.
3. When a work furlougee was released to parole or discharged on his original parole or discharge date, he was given neither a reduction nor an addition to his time served. Also, work furlougees who escaped and were still on escape as of January 1, 1973, or died while on escape were given neither a reduction nor an addition to their time served.
4. Additions to time served were derived by calculating the difference in days between the original and the actual parole date for work furlougees whose actual parole or discharge date followed their original parole date. For a few work furlougees who were still in prison as of January 1, 1973, and were not escapees, the difference between their original parole date and January 1, 1973, was counted as additional time served. For work furlougees who escaped, the difference between their date of readmission to prison and their parole or discharge date was counted as additional time served. If the readmitted escapees were still in prison on January 1, 1973, the difference between their date of readmission to prison and January 1, 1973, was counted as additional time served.

These calculations were somewhat imperfect as measures for accurately determining changes in time served attributable to the work furlough program. Some of the limitations are:

1. The assumption that, if the work furlough program had not

existed, the men would have been released to parole on their original parole date is erroneous for many. Some would have received parole date advances, and some would have had their parole dates either set back or removed while in prison. The reductions and additions to time served resulting from these actions would probably offset one another, thereby making the original parole date fairly accurately serve as a basis for determining changes in time served on an overall basis. But, they may not offset one another; and if this is the case, the calculations will be in error to some extent.

2. Not all of the additional time served was counted. Eight work furloughees were still serving time attributable to work furlough after January 1, 1973. This means that the mean days of additional time served reported understates the actual amount of additional time served.
3. The time escapees spent in jails awaiting a return to prison was not counted as a part of additional time served. It was not counted since it was not prison time. If one were trying to account for all time served in any custodial institution, then the additional time served reported understates the actual amount of additional time served.
4. The time escapees spent on escape prior to their original parole date was not counted as a reduction in time served even though it actually temporarily reduced time served. It was not counted because it did not represent a legitimate reduction in time served. Not counting this time might be thought of as having led to a slight understating of the reduction in time served attributable to work furlough.
5. All of the time spent on the work furlough program was counted as time served. Though part of the work furloughees' days were spent outside of the institutions, this "partial freedom" was seen as being so constricted as to not reasonably represent parole time. Also, this time is officially counted as time served by the Department since the work furloughee is still a prisoner and prison space is maintained for those on programs based at the prisons. In a very limited way this might be seen as leading to an understating of reductions in time served.
6. Work furlough was typically a program of relatively short duration (less than three months). Therefore the opportunity for receiving parole date advances and thereby reducing time served is highly constricted whereas the opportunity for serving additional time is very large, stretching out to the upper limit of a work furloughee's sentence. Therefore, although

it may be valid to attribute additional time served to work furlough within the constraints in which it operated in FY 1969-70, it is not known to what extent the constraints and/or the program produces the net additional time served. It may be that, if work furlough were set up under a different set of conditions—particularly, allowing prisoners to enter the program further away from their parole dates and many of these prisoners received substantial parole date advancements, the program might reduce time served.

7. A final limitation is that the effect of work furlough upon recidivism rates and the resulting time served is not taken into account in the calculations reported. If one were to view the work furloughees as an experimental group, the other parole releases as a control group, and work furlough as an experimental variable, then it is possible for work furlough to—although adding onto time served initially—reduce time served by reducing parole recidivism rates. Fortunately, we have data that is pertinent to this limitation. A comparison of the six-month parole outcome rates of the work furloughees and the other parole releases turned up an identical failure rate of 12% (Table 49). Therefore, it appears that work furlough neither reduced nor added to time served by changing parole outcome rates. As a point of caution it should be noted that the comparison is somewhat contrived in that there was no true isolation of the experimental variable (work furlough), the two groups were not randomly assigned to the experimental or control groups, and the parole outcomes measured did not occur in exactly the same years though the time periods do largely overlap. The lack of random assignment into control and experimental groups becomes apparent when one looks at the characteristics of the two groups—they differ (Tables 55-60). The higher base expectancy scores of the work furloughees as opposed to the other parole releases indicates that they should have had a lower parole recidivism rate than the other parole releases rather than the same rate that occurred (Tables 53, 59). This indicates that work furlough may slightly increase parole recidivism, which potentially might slightly increase additional time served. Therefore, additional time served attributable to work furlough may, again, be slightly understated.

A summing up of limitations and their potential effect upon time served attributable to work furlough would seem to indicate that the figure of an average (mean) of 47.4 days is an understatement of how much additional time served resulted from work furlough. Work furlough as operated in FY 1969-70 increased time served in prison.

It would appear that the combination of the high program violation rates and the setting back and removing of original parole dates leads to the increase in prison time served attributable to work furlough. The ability to counteract these factors is severely constricted by the tightness of the program's supervision and the short duration of the program, which leaves only a small amount of time to be "saved" through parole date advancements.

Program and Parole Outcome by Type of Facility

A comparison of three types of facilities on program outcome revealed that the halfway house had the highest success rate, the county jails were in between, and the prisons had the lowest success rate (Table 19). It was found that program outcome was significantly related to base expectancy scores. The base expectancy score, which predicts parole outcome, also has predictive powers for work furlough program outcome (Table 28). Since base expectancy scores are related to work furlough program outcome, they were used as a means of helping equate the three types of work furlough facilities for the purpose of comparing the program outcome rates of the facilities. The program outcomes were inconsistent with expected outcome based on base expectancy scores for the halfway house, which did better than its expected in-between position, and for the county jails, which did poorer than their expected highest success rate. The prison performed as expected on program outcome (Table 36).

A comparison of the three types of facilities on parole outcome revealed that the county jails had the highest six-month success rate, the prisons were in between, and the halfway house had the lowest six-month success rate (Table 51). These outcomes were inconsistent for the prisons, which ranked in between on parole outcome but lowest on parole success expectations, and the halfway house, which ranked lowest on parole outcome despite its in-between ranking based on base expectancy parole outcome expectations. The county jails performed as expected in parole outcome (Table 36).

One interpretation that could be made of these relationships is that the halfway house, while failing relatively few work furloughees, passed through men relatively more prone toward failure on parole. On the other hand, the county jails, while failing relatively more work furloughees, produced men who returned to their normal parole expectations when paroled. Apparently, prison work furloughees also returned to their normal parole expectations.

Certain conservative implications arise from the data and interpretations presented above. The "tougher" facilities appear to have little "carryover" effect on parole outcome, but the more "lenient" facility (Crittenden) appears to increase parole failure or, at best, it merely forestalls failure by removing some "failure" from the

program outcome and placing it in parole outcome.

	<u>Prison-based facilities</u>	<u>County-jail-based facilities</u>	<u>Crittenden half-way house</u>
Work furlough failure rate	31%	26%	23%
Six-month parole failure rate	12%	8%	17%
Mean base expectancy scores	40	44	41

Summary

A much higher percentage of all work furloughees failed (29%) to successfully complete the program than non-work-furlough parolees failed to successfully complete six months of parole (12%). The combination of the higher failure rate and the loss or set back of parole dates for 17% of the work furloughees resulted in an overall increase in time served in prison for all work furloughees. Reductions in time served tended to be associated with such prisoner characteristics as being White, having no alcohol involvement histories, and having no prior criminal commitments. Increases in time served tended to be associated with being Chicano, having an alcohol involvement history, and having numerous prior criminal commitments. The prison-and-county-jail-based facilities had higher percentages of program failures than did the halfway house facility.

## CHAPTER VI

### WORK FURLOUGH AND RECIDIVISM

The various Departmental statements about the work furlough program collectively indicate that the prisoner who participates in the program should have a better chance of succeeding on parole as a result of 1) the benefits which accrue to him from his job, 2) improved relationships with his family, 3) a better attitude, 4) a better relationship with his parole agent, and 5) a smoother transition from life in prison to life on parole. In other words, the program is defined as "rehabilitative."

#### Rehabilitation Goals

This section will examine the various rehabilitative elements of the program, and it will be followed by an attempt to examine the effects of the program on recidivism.

One problem that recurs in the discussion of goal attainment is that no quantitative standards are set as to how much constitutes attainment. Related to this is the problem that since needs are unknown it is difficult to classify certain amounts of attainment as meeting or not meeting a goal. Also, whether or not a work furlougee is better off than the usual parole release is unknown though this might constitute another standard against which to measure goal attainment.

Work benefits. The work furlougee "will commence his parole experience perhaps having purchased an automobile, the necessary auto insurance, his own wardrobe, and with some savings" (Administrative Bulletin 69/31, 1969:2).

Automobiles were purchased by 35% of the 60 work furlougees interviewed, at an average cost of \$259.25. Since no standards were set concerning this goal and it is not known how many men need an auto, it cannot be said for certain whether or not the goal was reached.

Automobile insurance was purchased by 45% of the 60 work furlougees interviewed. These 27 men spent an average of \$57.26 for the insurance. Assuming that the goal was for men purchasing automobiles to also purchase auto insurance, then it can be assumed that this goal was achieved. The discrepancy between autos purchased and auto insurance purchased was due to some men still owning automobiles they had owned before imprisonment or having autos given to them by friends or relatives.

Clothing was purchased by 60% of the 60 work furlougees interviewed. These 36 men spent an average of \$119.02 for their wardrobes.

Whether or not this represents the achievement of the goal cannot be determined since there are no standards stating what proportion of men would buy clothes or how much should be spent on clothing to declare this goal accomplished. Also unknown is how much clothing was needed.

Improved family relationships. This goal was listed in Administrative Bulletin 69/21 as follows:

The work/training furlougee is in closer physical approximation to his family circle, in circumstances less restrictive than a prison setting. He can make realistic plans for his release.

This statement is so general as to make an examination of it almost impossible. However, it can be said on the basis of the interviews with the furlougees that they did visit with their relatives (62%); and this would seem to be a necessary step in accomplishing this goal (Table 52).

Better attitude. The Administrative Bulletin states:

Certainly his [the work furlougee's] attitude is different from that of a disgruntled releasee in prison-made garb with a modicum of "gate money."

Attitude change among work furlougees in California was not measured. However, an experimental study was conducted in Florida which involved random assignment to experimental and control groups. Some attitudes were measured both before and after the experimental group had completed work furlough. There were no significant differences between the experimental and control groups in attitudinal change (Waldo, et al, 1971). It is likely that similar results would be found if such a study were conducted in California. Apparently, work furlough doesn't change prisoners' attitudes.

Better relationship with his parole agent. Administrative Bulletin 69/31 states:

In most instances, a respectful, helpful relationship between the furlougee and the parole agent will have developed naturally in the months preceding actual parole.

Although 100% of the 18 Corrections staff interviewed said that parolee-parole agent relationships improved if the parolee entered from work furlough, only 40% of the 60 work furlougees interviewed responded the same way. The rest (60%) of the work furlougees said that work furlough made no difference. Many of these work furlougees

said they never saw or even knew who their parole agent was until they reported to the parole office upon their release to parole.

A smoother transition. Administrative Bulletin 69/31 indicates that:

A successful work furlough experience should result in a smooth, almost effortless transition to parole. ...Historically, we are aware that many failures occur during the early months of release, and that a lack of understanding of the nature of the parole process is a factor in this failure.

Inasmuch as the component elements of this rehabilitative goal were probably not accomplished to any substantial degree, it would appear that this goal was not accomplished to any substantial degree. However, it does seem likely that the furloughees were at least happy to get off of the program and onto parole as this step greatly reduced the strains on the prisoner. Work furlough has long been conceived of as a step between confinement and parole, containing aspects of both. It has been thought of as a transitional step to help ease the abrupt change of release from prison to parole. However, it may have little to do with parole performance. Succeeding or failing on work furlough probably has limited applicability to parole performance. When you add on to this the relatively high program failure rate for work furlough, it appears that prisoners may be better off just simply being released directly to parole without experiencing work furlough.

#### Parole Outcome (Recidivism)

Assuming that the rehabilitative elements of the work furlough program would contribute toward better performance on parole, it would seem unlikely that the program would have an effect in that its objectives were probably not accomplished to any substantial degree. However, since improved parole success was one of the objectives of the program (O'Connor, 1966:6), it is necessary to examine parole outcome in greater detail.

#### Parole Outcome

Whether or not the program leads to a reduction in parole failure may seem to be a relatively easy question to answer. It is, however, when examined, a complex question. In order to shed light on this problem, four different ways of analyzing work furlough parole outcome will be described. They are:

1. Comparing the six-month parole outcome of the work furlough successes versus non-work-furlough parolees;
2. Comparing the six-month parole outcome of work furlough

successes and failures versus non-work-furlough parolees;

3. Comparing the six-month experience, a combination of program outcome and parole outcome, of all work furloughees six months after admission to the program versus the six-month parole outcome of non-work-furlough parolees; and;
4. Comparing the six-month parole outcome of work furloughees to that of others participating in alternative graduated release programs (parole advancements and/or temporary community releases).

Before making these comparisons, however, it is necessary to describe the method by which the success or failure on parole is measured. The Department's Research Division periodically reports on the parole experience of a release cohort of prisoners at six, twelve and twenty-four months after their individual dates of release to parole. A release cohort consists of all the prisoners released to parole within a specified time period, typically, one year. The Research Division's parole outcome system classifies parolees with no or minor parole condition violation actions as having a favorable parole outcome; it has a pending category that is neither favorable nor unfavorable; and it classifies parolees with "miscellaneous" parole condition violations or who have returned to prison as having an unfavorable parole outcome. For the purposes of this study, the pending category was removed from the analysis so that the favorable and unfavorable categories could be more directly compared.

1. The first method, that of comparing the parole outcome of program successes to the parole outcome of other parolees, has been traditional for some parts of the Department in making evaluations. Using this method of analysis, a comparison of 615 work furlough program successes with known parole outcome to the 4,961 parole releases in fiscal year 1969-70 (see the "Methodology" chapter for the derivation of this group) revealed that the work furlough program successes had an 89% six-month parole outcome success rate while the other parole releases had an 88% six-month parole outcome success rate (Tables 20 and 49). Work furlough is supposed to help uncover some prisoners who are likely to fail on parole and to return them to prison instead of releasing them to parole. In this manner it is supposed to raise parole success rates for those released to parole. Work furlough is also supposed to better prepare prisoners for succeeding on parole by helping them to establish themselves in ways that are thought to help improve parole performance. This should also have helped raise parole success rates. In addition to these two points, the work furlough successes had higher base expectancy scores than either the work furlough failures or the other parole releases; and therefore, the work furlough successes should have performed better on parole than either of the other groups (Tables 28 and 53). Despite

all of these factors that should have led the work furlough successes to better parole performance than the other parole releases, the work furlough successes had only a one percentage point better parole success rate. On just this basis alone, work furlough does not appear to improve parole performance.

2. The second method is one way to reduce the base expectancy bias inherent in the first method. This takes into account the parole experience of more prisoners experiencing work furlough; i.e., it combines the work furlough successes and failures and compares them to the regular parole releases (Table 49).

Since the work furlough program failures had a lower six-month parole success rate and lower base expectancy scores than the program successes, combining program failures and successes lowers the base expectancy scores and parole success rates (Tables 20 and 28). When this is done, both the non-work-furlough parole releases and the combined work furlough successes and failures had identical six-month parole success rates of 88% (Table 49). However, there still remains a small bias in favor of work furloughees insofar as there is a small but significant difference in the base expectancy scores of parolees and work furloughees with the furloughees having higher scores (Table 53).

3. So far in our discussion, the Department's definition of what constitutes parole has been accepted. However, one of the most serious biases in comparing parole outcomes is contained in this acceptance. By accepting work furlough as not being a part of parole, the Department is allowed to place prisoners partially out of prison on work furlough, to have some fail and, therefore, to catch possible failures before they reach parole. This process was thought by some members of the Parole Division to help them achieve higher parole success rates by catching potential parole failures before they officially got counted. A more relevant picture of the impact of work furlough may be gained by looking at work furlough as though it were a part of parole; that is, as though work furloughees were parolees. However, since work furlough is typically only a two-and-one-half month program and parole outcome is not looked at till six months have elapsed, a comparison of outcome rates between the two groups would contain a time exposure bias. In order to reduce the two biases mentioned above, the work furloughees were looked at as though they were parolees; and their "parole" outcome was looked at six months after the date they entered work furlough. Work furlough failures were counted as if they were parole failures. Using this method the work furloughees had only a 67% six-month "parole" success rate compared to the 88% six-month parole success rate for the other parole releases (Table 54). Clearly, work furlough contributes much more toward failure than do other types of releases to parole.

In the comparison of work furloughees to other parolees using work furlough outcome as a part of parole outcome, there are some similarities to an experimental design; i.e., there is an experimental variable - work furlough - and experimental and control groups (respectively, work furloughees and other releases to parole). The problems with this attempt at viewing the comparison as a valid experimental comparison is that there was no random assignment into experimental and control groups, and the time the control group would have spent in prison prior to release to parole with its accompanying parole date rescission rates were not counted. By not having random assignment into groups it is not known whether group characteristic differences or program differences account for variation in outcome rates. By not counting parole date rescission rates, the contemporary existing alternative to work furlough - a continuance of time served in prison - is missed and what is put in its place - the later part of the six month parole follow-up period - may involve a different failure rate. Of course the alternative to work furlough could be a direct release to parole but as the program actually existed it was more likely to mean continued time served in prison up until a parole date advancement or the original parole date arrived.

A summarizing of biasing factors contained in parole outcome comparisons are that: First, the comparisons made were not made between an experimental and a control group; so it is difficult to disentangle the effects of prisoner characteristics and program factors upon parole outcome rates. Still, since parole outcome for work furloughees ran counter to expectations based upon base expectancy scores, it appears that program factors had more to do with "parole" outcome differences than did prisoner characteristics. Second, the work furloughees and other parolees were not all released to parole in the same time period; but since only a few work furlough program failures were released to parole in later time periods, the effect of this possible bias is probably negligible. Third, on any of the comparisons the possible maldistribution of work furloughees by parole regions or districts could account for some differences in parole outcome. Parole outcome varies by parole region and district. This possible bias was not looked at, but the spread of work furloughees around many areas in the state suggests that this bias is probably negligible. Fourth, parole date rescission rates for the control group were not counted.

Different types of work furloughees had different program outcome rates. Work furloughees who were program successes tended to disproportionately possess the following characteristics: homicide, sex, and forgery commitment offenses; no prior commitments; a White racial-ethnic group membership; higher base expectancy scores; a better work history; and a non-alcohol involvement history. Program failures tended to disproportionately possess the following characteristics: burglary commitment offenses, prior prison commitments, a Chicano racial-ethnic group membership, lower base expectancy scores,



a poorer work history, and an alcohol involvement history. Work furlough program success/failure characteristic associations closely parallel typical parole outcome associations with one surprising exception—illegal drug-use history was unrelated to program outcome. Apparently work furlough does have some strains similar to parole built into the program since similar types of men fail and succeed on each program (Tables 24 through 31).

4. The fourth and final method of comparison is to examine work furlough in relation to alternate graduated release programs. The work furloughees could have been released to parole via a program other than work furlough or simply by a straight release to parole. They could have been released by using two of the Department's other programs—the parole date advancement and/or the temporary community release programs. In order to see which of these three different paths to parole produced the highest parole success rates, comparisons were made between the 766 work furloughees with known parole outcome and those among the other 4,961 parole releases who did or did not experience a parole date advance and/or a temporary community release.

Before discussing the parole outcome figure, it should be noted that these comparisons are flawed. First, the work furloughees, the parole-date advance, and the temporary community release groups were not randomly assigned into the three groups. Therefore, the three groups differ among themselves on their characteristics (Tables 55 through 60). Second, the remainder of the other 4,961 parole releases, that is, those with no work furlough, temporary release or parole advancement, have significantly lower base expectancy scores and, consequently, lower parole success expectations (Table 59). Third, the prisoners experiencing the various graduated release programs are not "pure" types because some experience two or three of the programs. The interaction contributions or multiple program exposure are not controlled for in the analysis.

Analysis of parole outcome indicates that parolees given a parole-date advance had a significantly higher six-month parole success rate (93%) than did the work furloughees (88%). Since the parole-date advance group and the work furloughees had similar parole success expectations based on their base expectancy scores, it may be that parole date advances are a better means of releasing prisoners to parole than is first putting them through the work furlough program and then releasing them to parole (Table 49). However, since the difference, though statistically significant, was only four percentage points between parole outcome success rates, it may be that the difference is too small to be of much practical significance. The difference may also reflect the selection of better parole risks by the parole-date advance program which were not picked up by the base expectancy score. In any event, the data suggests that the parole-date advance program may be a better way to release prisoners to parole than is the work furlough program.

Summary

Work furlough appears to offer little tangible help to prisoners preparing for their release to parole. The table below summarizes the four ways of comparing work furlough with regular parole. Probably the most valid comparison for showing work furlough's impact on recidivism is the third comparison. It shows that work furlough substantially lowers "real" parole outcome success rates. The term "real parole outcome" refers to counting work furlough program failures as though they were parole failures. The large difference between the "real" six month parole outcome success rate for work furloughees (67%) and the non-work-furlough parolees success rate (88%) still understates the poorer parole performance of work furloughees, since they had better parole expectations according to base expectancy scores than did the non-work-furlough parolees (Tables 53, 54). In short, work furlough increases failure rates.

	<u>First comparison</u>		<u>Second comparison</u>	
<u>Six month outcome</u>	Work furlough successes	Other releases to parole	Work furlough successes and failures	Other releases to parole
Successes	89%	88%	88%	88%
Failures	11%	12%	12%	12%
	<u>Third comparison</u>		<u>Fourth comparison</u>	
<u>Six month outcome</u>	Work furloughees program and parole outcome combined	Other releases to parole	Work furlough successes and failures	Releases to parole with a parole date advance
Successes	67%	88%	88%	93%
Failures	33%	12%	12%	7%

## CHAPTER VIII

### SUMMARY AND CONCLUSIONS

This report traces the historical development of work furlough in the United States and in California. The California program for male felons in state prisons was evaluated with respect to the formal goals of the program, in terms of the program's impact upon the furlougher's time under confinement and in terms of returns to prison from the program and from parole. All male felons (960) who entered the work furlough program during fiscal year 1969-1970 served as the study group. How people were selected for participation was examined in terms of the characteristics of those selected versus those rejected. Parole outcome was examined at six months after release to parole to determine how the program influenced the parole period.

#### Findings

##### Selection for Work Furlough:

1. Both the county jail and the State facilities over-selected for work furlough prisoners who had prior prison commitments, were older, and were White.
2. Both types of facilities under-selected prisoners who had three or more prior jail or juvenile commitments, were younger, and were Black.
3. County jail-based facilities tended to follow the same pattern but with stronger emphasis on these same characteristics.
4. County jail-based facilities over-selected prisoners with forgery commitment offenses, higher base expectancy scores, histories of no illegal drug use; and under-selected prisoners with drug commitment offenses, Chicano racial-ethnic group membership, lower base expectancy scores, and illegal drug use histories.
5. The screening for work furlough by prison classification committees of 1,308 prisoners with parole dates resulted in 75 percent (987) being declared ineligible and 25 percent (321) being declared eligible. The subsequent screening of the 321 eligible prisoners resulted in the non-placement of 55 percent (176) and the placement of 45 percent (145) in the program. More prisoner characteristics were related to placement and non-placement than were related to declaration of eligibility. This screening and placement process resulted in 10 percent (145) of the prisoners with parole dates (1,308) finally entering the program. This 10 percent placed on work furlough, based on their characteristics, had more likelihood of succeeding on parole than the 90 percent not placed on the program.

##### Work Furlough and Employment:

1. Work furloughers tend to work in lower-status occupations at lower-than-average rates of pay; with over two-thirds working as operatives, laborers, or service workers. However, this may not be dissimilar from the situation for parolees in general.

##### Work Furlough and Time Served:

1. Six hundred eighty-one of the 960 or 71 percent of the male felons entering the program during 1969-1970 were released to parole or discharged on scheduled dates or within one week of those dates.
2. One hundred thirteen, or 12 percent, received parole advancements; most of these were for three months or less.
3. One hundred sixty-six, or 17 percent, ended up serving more time with over half of this group serving an additional three months or more in prison.
4. When time saved and additional time served were averaged for all men participating, it was found that the result was an additional period of incarceration averaging 47.6 days for each man beyond his original parole date. For the FY 1969-1970 work furloughers, this resulted in an additional 125 man years of incarceration. This is an under-estimate in that a few men continued in prison beyond the end of the study period.

a. Of the program participants, 686, or 71 percent, satisfactorily completed work furlough by being released to parole or discharge. On the other hand, 29 percent escaped or were returned to an institution for a new offense or a violation of program rules.

b. The 29 percent work furlough program failure rate is markedly greater than the 12 percent six month parole failure rate for those not processed through the work furlough program. When returns to the institution for such things as inability to find employment, and inmate request, causes that might be viewed as non-failure in the program, are removed from the computation, the failure rate become 24 percent, twice the failure rate on parole at six months.

##### Work Furlough and Parole Outcome:

1. Among those released to parole from work furlough, seven percent were returned to prison by the end of six months; this can be compared with eight percent returned among those without work furlough experience.

2. A comparison of 615 work furlough program successes with known parole outcome to 5,487 other parole releases in fiscal year 1969-1970 revealed that the work furlough program successes had an 89 percent six-month parole outcome success rate while the other parole releases had an 88 percent six-month parole outcome success rate. The work furlough program, as presently constituted, is neither an institutional nor a parole program; it is a unique entity unto itself. However, if work furlough were counted as though it were a part of parole and the parole outcome rates were looked at six-months after the date of entry into work furlough, the six-month parole success rate for work furloughees becomes 67 percent, whereas the other parole releases had an 88 percent success rate. This large difference (21 percentage points) still understates the poorer parole performance of the work furloughees since they had better parole expectations than the other parole releases. Work furlough, when looked at as a part of parole, increases parole failure rates.

3. Analysis of parole outcome indicated that parolees given a parole date advance had a significantly higher six-month parole success rate (92 percent) than did the work furloughees (88 percent). Since the parole date advance group and the work furloughees had similar parole success expectations based on their base expectancy scores, it may be that parole date advances are a better means of releasing prisoners to parole than is first putting them through the work furlough program and then releasing them to parole.

4. There is some evidence to suggest that the work furlough situation may not be a natural transitional stage between prison and parole. Work furloughees who experience problems related to returning to custody at a certain time, in adjusting to the daily change between work in the community and prisoner roles, in refraining from visiting women may experience little difficulty on parole. Work furlough, since it "tests" prisoner behavior on different bases than parole, may represent a poor predictor of parole behavior.

#### Conclusions

This study of the work furlough program has led to the following conclusions about the 1969-1970 Work Furlough Program:

1. Work furlough increased time served in prison for the program's participants.
2. Work furlough does not have a positive effect upon parole recidivism; in fact, viewed as a total program, it increases parole failure.
3. Work furlough procedures place more stringent restrictions on work furlougee behavior than parole places on parolee behavior.

to only help in identifying likely parole failures, they may also identify some work furloughees as likely parole failures who are not likely parole failures. Work furloughees who experience problems related to returning to custody at a certain time, in adjusting to the daily changes between work in the community and prisoner roles, in refraining from drinking alcoholic beverages, and in refraining from visiting women may experience little difficulty on parole. Work furlough, since it "tests" prisoner behavior on different bases than parole, may represent a poor testing ground for potential parole behavior.

4. Work furloughees work disproportionately in lower status occupations and at lower rates of pay than other men in California.
5. Work furlough does not reduce State expenditures. The additional direct costs of administering the program are slightly exceeded by the money contributed to the State by work furloughees. The "hidden costs" of the program resulting from the program's addition to time served in prison, police and court costs resulting from handling work furloughees, and prison staff time spent on work furlough matters, etc., lead to the program costs exceeding the revenue generated from work furlougee income.
6. Chicanos tend to be rejected from entering work furlough. Preliminary evidence tends to suggest that factors other than their racial-ethnic group status may account for the Chicanos' adverse experience; namely, their greater involvement with narcotics.
7. The various types of work furlough facilities differed from one another. Although the county jail-based programs were the most selective, taking relatively better parole risks, they did not have the highest work furlough success rates. The departmental-run programs, based at prisons and at the Crittenden Halfway House, tended to select relatively poorer parole risks, but the prisons had lower and the halfway house higher success rates than the county jail-based programs. The location of a facility and the manner in which it is operated are more important in determining variations in program violation rates than are the characteristics of the participants.
8. The work furlough selection process led to disproportionate numbers of Whites and persons with higher base expectancy scores entering the work furlough program.

CHAPTER VIII  
RECOMMENDATIONS

On the basis of the information presented, the work furlough program, as it existed at the time of this study, should be seriously considered for elimination. This recommendation is based on the findings that: 1) it does not reduce recidivism, 2) it increases time served in prison, and 3) it costs the government more money than it brought in from State assessments against work furlougee wages.

As an alternative, continuation of the program should involve rather drastic changes. In this regard, the following recommendations should be considered:

1. Work furlougees should not have their parole dates either set back or removed for being charged with a violation of the rules. It is the Department and Adult Authority's power of setting back or removing set parole dates on disciplinaries (115's) lodged against work furlougees that leads to an increase in time served attributable to the program. Work furlougees who are charged with a rule violation should, in the absence of new criminal convictions, be released on their original parole date.
2. A work furlougee who fails to return from work to the program should not be declared an escapee. This aspect of the program contributes substantially to additional time served in prison. Also, almost all of the new felony convictions received by work furlougees are for the offense of escape.
3. Work furlougees should not have to pay for their "room and board" and "supervision." Prisoners tend to be poor and need the money they earn for their own personal needs.
4. Work furlougees should not be placed in work situations where their pay will be too low for them to benefit economically from participation in the program.
5. The work furlough program, in its changed form, should be properly evaluated. To do this, it would be necessary for the program to be set up on an experimental basis. One necessary component of the experimental design would be the random assignment from a pool of subjects into experimental and control groups. A second necessity would be that the criterion variables—that is, the variable used for evaluating the program's impact—would need to be clearly spelled out with quantifiable goals. This study should be brief so that the program could be terminated if it were found to be

deficient in meeting its goals. Also, it would be necessary that every effort be made to maintain the integrity of the study design in order to get a valid assessment of the impact of the program.

6. The financial records kept on the program need to be improved.

The implementation of these recommendations would change the program to such an extent as to make it almost unrecognizable as the work furlough program evaluated by this study. Still, the basic elements of the working at a job in the community and returning to custody during non-working hours would remain. The furlough program, as operated during the period evaluated, should be considered for elimination or substantial modification. The Parole and Community Services Division states that changes in the program have been made and further modifications are under consideration.

## CHAPTER IX

### A POSTSCRIPT ON WORK FURLOUGH SINCE FY 1969-70

Program evaluation studies face a recurring problem - they take a long time from initiation to completion and some people, particularly program staff, often question the relevance of study conclusions and recommendations. A major criticism is that the program being evaluated has experienced many changes since the period studied and, therefore, the conclusions and recommendations are no longer applicable.

In addressing the issue of current relevance of study findings, certain problems arise. A complete update would require a costly replication of the study, using more recent data. Such a replication would not end the problem of timeliness since the new study would again produce "dated" information. Evaluation always seems to be chasing program innovations - never catching up.

In this postscript we will briefly consider some of the program changes which occurred subsequent to the study period (FY 1969-70) and their possible impact on the study's conclusions and recommendations.

Perusal of the currently available information indicates that the following changes have occurred:

1. The total number of prisoners entering the program increased from 960 for FY 1969-70 to 1,540 for FY 1970-71, and then began a gradual decline that has seen the population fall to 735 for FY 1973-74 (Table 50).
2. The proportion of work furlougees among the various facilities changed, as facilities in half-way houses expanded and prison - based facilities were cut back. Also, county jail-based facilities declined for awhile but have recently been on the increase.
3. Some demographic characteristics of the work furlougees have changed. A comparison of FY 1969-70 to FY 1972-73 shows the following changes: work furlougees with violent commitment offenses increased from 33% to 47% while those with forgery and checks commitment offenses declined from 15% to 8%, and Blacks increased from 26% to 43% while Whites decreased from 63% to 49%.
4. Changes in policies pertaining to the work furlough program have occurred, some of the major ones appearing to be related to a series of incidents that occurred at the Don Lugo facility in late 1971 and early 1972. The repercussions of the

Don Lugo incidents appear to have been a rise in program failure rates in FY 1971-72, the closing of some prison based facilities, and a decline in work furlougee population. The administration of work furlough, particularly following the Don Lugo incidents, seems to have moved in a conservative direction.

5. During the time these shifts and changes were occurring one of the measures of work furlough success, the proportion successfully completing the program, changed. The 70% success rate for the study year was followed two years later by a decline to a 62% success rate which was followed by an increase to the 77% level for FY 1973-74 (Table 50).

Considering the above, it cannot be argued that the work furlough program as it existed in the study period is the same as the one currently existing. However, the importance of these changes can be questioned. One criterion for assessing the importance of these or any other changes in the program is whether or not the relationship between work furlough program outcome rates and six month parole outcome rates for all parolees had changed.

Calculations show that work furlough failure rates continue to exceed six-month parole outcome failure rates for all releases to parole. As indicated earlier, during the period evaluated in the study (FY 1969-70) the work furlough program had a failure rate of 30% whereas the comparable parole cohort had a six-month parole failure rate of 12%. In the subsequent fiscal years the program had failure rates of 31, 38 and 27 percent, respectively. The parole release cohorts for their same years had six-month parole outcome failure rates of 9, 19, and 11 percent. The differences between their failure rates are 22, 19, and 16 percentage points, respectively, compared to the 18 percentage point difference during the study period.

Although only this one criterion has been updated, it is an exceedingly important one, and it supports the suggestion that, however significant work furlough program changes have been, they have not been significant enough to lower program failure rates close to or below six-month parole outcome failure rates. In summary work furlough program failure rates have continued to exceed comparable parole failure rates. Work furlough continues to increase rather than decrease overall failure rates.

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## APPENDIX A

### GLOSSARY OF TERMS

Actual parole or discharge date - The date on which the person was paroled or discharged following participation in the work furlough program.

Adult Authority - This is a parole board which is composed of nine persons appointed by the Governor. It sets prison terms, parole dates, and evaluates parolee behavior in California. It is administratively separated from the Department of Corrections.

"Alcohol involvement" history - This means that the prisoner has been characterized in his file by such terms as "alcoholic," "alcoholism," "occasional alcoholic binges," "problem drinker," or any commonly accepted synonyms. It also means that the drinking of alcohol is described as contributing to the offense leading to his latest imprisonment. If there is any evidence of the prisoner's drinking any amount in the 24-hour period prior to the offense leading to his latest imprisonment, he falls within our definition of alcohol involvement. If the prisoner's interest in procuring alcohol was a factor in the offense(s) leading to his latest imprisonment, he falls within our definition of alcohol involvement. However, should a prisoner rob a store selling alcoholic beverages and use a request for alcohol only to provide the crime opportunity, this by itself is not sufficient reason to classify the prisoner as having alcoholic involvement.

Base expectancy - Base expectancy is an actuarial device for predicting parole outcome. It predicts roughly 20% of the variance in outcomes (Gottfredson, 1961).

Black - Synonymous with Negro; usual term used in prisoner files.

Chicano - Synonymous with Mexican-American; usual term used in prisoner files.

$\chi^2$  (Chi-square) - The chi-square test can be used whenever one wishes to evaluate whether or not frequencies which have been empirically obtained differ significantly from those which would be expected based on the null hypothesis. A statistically significant difference, as used here, is one where the likelihood that the empirically obtained frequency differences occurring by chance is five or less out of 100.

Classification committee - A group of prison staff members who periodically make decisions placing prisoners into or out of various aspects of the prison system (i.e., custody level classification; approval or disapproval for vocational training, school, etc.). In the particular context used here, a classification committee

looks at a list of men who recently received parole dates and either approves of or disapproves of their being eligible for the work furlough program.

Commitment offense - The criminal offense for which the prisoner was convicted in court and sentenced to his present prison term. In instances where a person receives more than one commitment, the commitment with longest sentence is coded.

Community correctional center - A legal euphemism codified by Section 6250 of the Penal Code which allows correctional officials to designate sections of prisons or halfway houses as community correctional centers, thereby allowing these "centers" to be used for housing work furloughees. All State-run work furlough programs are designated community correctional centers—whether they be trailers at San Quentin, former correctional officers' temporary living quarters at DVI (Tracy) or CTF (Soledad), or halfway houses like Crittenden in Oakland.

Confinement - A less abrasive term synonymous with imprisonment that is often used by correctional officials.

County-jail-based program - A program where the State of California has a contractual agreement with a county for maintaining work furloughees in their county jail. In such a program the work furloughee is housed evenings and weekends in the county jail and let out to go to work during the weekdays. A special feature of such a program is the selection powers of the county jail (they can reject or accept work furlough candidates as they see fit) and their power to ask that a man be removed from their jail and placed back in CDC custody even if the Parole Division of CDC objects to the decision. Programs based in county also receive compensation from the State for unpaid "room and board" expenses; i.e., "room and board" expenses that work furloughees fail to pay to the county.

Discharge date - The last day of a prisoner's set term. At this date a prisoner or parolee is set free from all CDC jurisdiction; i.e., he has completed his sentence.

Eligibility for work furlough - A prisoner is legally eligible to participate in the work furlough program when the Adult Authority sets his parole date. Some of the facilities will not accept a prisoner who has more than three months to reach his parole date. Shortly after a man receives his parole date, he is screened by a prison classification committee for eligibility. If he is declared eligible (and even if not declared eligible), a prisoner may apply for entry into the work furlough program. Each individual facility then either accepts or rejects the men that

apply. Though there are no legislative exclusions from the program, each facility seems to have some types of candidates they tend to exclude.

(FY) Fiscal year - This comprises a 12-month period of time from July 1st through June 30th of any two consecutive years.

Halfway house - A residential building located in the community that provides short-term housing for parolees who have trouble locating a suitable place to live. The particular halfway house covered by this study—Crittenden—was run by the State and housed the Oakland Parole District offices and parolee and work furlough living quarters. Custody arrangements are less stringent in halfway houses for work furloughees than in prisons or county jails. Privately run halfway houses were not covered in this study.

Illegal drug use history - The prisoner is coded as having used an illegal drug if a correctional counselor at a Reception-Guidance Center learns of any types of use of illegal drugs at any time in the prisoner's past. The drugs are scaled by the Department in a descending order of "severity," with heroin addiction being most serious and dangerous drug use being least serious. In instances of multiple drug use histories, only the most serious drug is recorded.

Original parole or discharge date - As used in this study, the parole date and the discharge date possessed by a prisoner the moment he enters the work furlough program.

Parole date advancement - An action taken by the Adult Authority on prisoners already possessing a parole date. Upon the submission of a request by a parole agent giving reasons why a prisoner should be placed on parole earlier, the Adult Authority, at its discretion, changes the prisoner's parole date to an earlier date, thereby reducing the time the prisoner spends in prison.

Parole date removal (losses) - This occurs when a prisoner with a set parole date receives a disciplinary write-up (a 115) for prison or work furlough rule infractions. The prisoners reappear before the Adult Authority, and they take the prisoner's parole date and sentence away—i.e., he is again without a parole date, and his sentence is "refixed" to the maximum for his offense. This is also referred to as rescinding a parole date.

Parole date set-back - This occurs when a prisoner with a set parole date receives a disciplinary write-up (a 115) for prison or work furlough rule infractions. The prisoner reappears before the Adult Authority, and they add on a few months to his sentence



to be served in prison. This means that the prisoner will probably be released to parole a few months later than he was originally scheduled to be released to parole.

Parole outcome at six months - The Department of Corrections maintains an on-going system of collecting information about parolees. Parolees are typically grouped into release cohorts, and cumulated parole actions taken upon them are looked at at the sixth, twelfth and twenty-fourth month dates after release date. The Department groups the parolees into three categories: favorable, pending, and unfavorable. For the purposes of this study, the Departmental classification scheme was slightly revised by removing the pending category from consideration in the analysis.

"Personal growth" experienced in prison - This term was taken from CDC Administrative Bulletin No. 69/31, July 31, 1969. As used in the questionnaire (Q. 15), the ex-work furlougee was allowed to interpret the term as he saw fit (i.e., "personal growth" was whatever it meant to him).

Prior criminal commitments - These are the legal commitments to a prison, jail or juvenile institution in which the person actually was physically imprisoned. The prisoner's present commitment—that is, the one for which he spent time in prison immediately prior to his placement in work furlough—is not counted as a prior criminal commitment.

Prison-based programs - These are the work furlough facilities located on the grounds of a prison. They are, to a certain degree, physically separate from the main prison—i.e., they are often located in former temporary living quarters for correctional officers or trailers. However, there remains some contact between work furlougees and the other prisoners. These programs are under the dual supervision of institutional and parole staff.

Program outcome - When a prisoner on work furlough leaves the program, a Departure Report from Work Furlough Program form is filled out and a reason for leaving is checked off from among those provided on the form. In this study these reasons were used and dichotomized into "successful" and "failure" terminations as follows: Success was defined as a release to parole or discharge, and failure was defined as a direct return to prison or escape. Included with the failures are those prisoners who requested to be returned as well as those returned because they could not find a job.

Racial-ethnic group - As used here the racial-ethnic group is that designation given either by a prisoner to a counselor or assigned by a counselor to a prisoner when a prisoner first enters the

Department and has his prison file compiled.

"Room and board" - These terms are often used when describing the work furlougee's paying for the cell or "dormitory" space occupied by the work furlougee and for the meals provided by the prison, jail, or halfway house.

"Routine rule violation" - The breaking of work furlough rules that seem to recur almost daily in the larger programs (i.e., on any day, one or more of the work furlougees may return late, engage in drinking alcoholic beverages, visit women, etc.).

RUAPP - Literally means "release upon approved parole plan." RUAPP's are a form of parole-date setting. The person is granted parole to become effective upon the completion of a parole plan by the parole division. Such plans usually take less than sixty days to complete.

Savings - The actual amount of money a man accumulates in his account from work furlough during his stay in the program. It is the amount he has when he leaves the program.

Special parole outcome - This parole outcome treats the date the work furlougee enters the work furlough program as though it were the date he entered parole and looks at his parole outcome six months later. Work furlough program failures are counted as parole failures along with actual parole failures that occur within six months following the date of entry into work furlough.

Supervision (expense) - The \$1.10 per day levied against the work furlougee's earnings to help pay for the costs of the parole agent positions with work furlough caseloads.

Temporary community releases - This is a program that allows some prisoners with set parole dates to leave prison for up to 72 hours and travel to the community in which they plan to live on parole. This is done so that they can attempt to set up a job, rent a place to live, meet their parole agents, and possibly visit their families in preparation for release to parole.

White and other - As used here this category included Whites, Caucasians, Chinese, Japanese, Filipinos, Indians, and any other racial-ethnic categorizations used except those classified under Black and Chicano. The other various racial-ethnic groups were placed with Whites since their numbers are very small within the Department's population.

Work furlough facility - The actual physical building (s) where each separate work furlough program is located.

Work furlough failure - If a work furloughee is released from the program for any reason other than being released to parole or discharge, he is, for the purposes of this study, declared a failure. A few men declared failures were actually removed by either their own request or due to a lack of work--i.e., they were laid off and were unable to locate work again. Essentially, this means that the term failure applies, especially in these instances, to the failure of the program, and not to the personal failure of furloughees.

Work furlough success - If a work furloughee is released from the program to either parole or discharge, he is, for our purposes, declared a success.

Work history (worked six or more months for any one employer) - A Departmental measure used in BE scores to indicate employment history. A "yes" answer to this item indicates that a work furloughee worked for at least six consecutive months for one employer prior to the imprisonment preceding his entry into work furlough.

APPENDIX B

WORK FURLOUGH STAFF QUESTIONNAIRE

1. Name
2. Job Title
3. Institution, Work Furlough Facility, or Parole District
4. What role do you have in the work furlough program; what actual duties do you perform; what are you held responsible for; and what per cent of your work time is spent on work furlough?
5. Do you feel that furloughees are experiencing personal growth during their institutional stay prior to going on the program that helps them on the program?
6. Are furloughees' family relationships improved or do they deteriorate while the furloughees are on the program?
7. Are furloughees better prepared for parole than the usual releases to parole by already having worked on a job; by possibly having purchased an automobile, the necessary auto insurance, his own wardrobe, and with some savings?
8. Have you used any parole advisory committees, trade advisory committees, labor organizations, employer groups, or federally funded work programs in helping furloughees to secure employment? If yes, which ones and how often?
9. Are parolee-parole agent relationships better or worse for ex-furloughees than they would have been had the ex-furloughee not gone through the program? In what way better or worse?
10. How do inmates get selected for work furlough? (Get a description of the selection process.)
11. What types of inmates get selected for work furlough? (Get a description of factors that lead to rejection from the program.)
12. How do these different types do on the program? (Which types are successful and unsuccessful?)
13. What is the purpose(s) of the work furlough program as you see it?
14. How well is the program working? Is it achieving the goals you think it has?

15. What are the problems that furloughees have in successfully completing the program?
16. What types of rule violations routinely occur? How are they handled by the staff and the furloughees?
17. For how long should a furloughee be placed on the program—1, 2, or 3 months? Why?
18. Do you consider the program to be a success or a failure, and how is it a success or a failure?
19. Is there any way to improve the program?
20. FOR CDC EMPLOYEES ONLY In order to roughly approximate the costs of the work furlough program, we need a detailed listing of all Departmental staff positions (not individuals' names) that work at your facility or institution on the program, their salaries, and the percentage of their time that is spent on program business.

APPENDIX C

EX-WORK FURLOUGHEE QUESTIONNAIRE

1. Name
2. Serial Number
3. Institution of Origin
4. Work Furlough Facility
5. Job and Parole District in parole plans
6. Job and wages per hour while on work furlough (give job held longest period of time and average wages per hour).
7. How did you acquire your job? Did the use of any parole advisory committees, trade advisory committees, labor organizations, employer groups, or federally funded programs occur in acquiring your job? If yes, which one(s)?
8. What educational, vocational, or institutional job skills were learned during your most recent incarceration?
9. Were any of these skills used by you on any of the jobs you held while on work furlough? If yes, which skills were used on which jobs?
10. Did you purchase : a) an automobile?  
(cost estimate) b) auto insurance?  
c) a wardrobe?
11. Parole date set by Adult Authority
12. Date received in work furlough program
13. Date released from work furlough program
14. If the release was not to parole, describe what subsequently took place (dates of official actions and official movements and his description of what took place).
15. Do you feel you experienced any personal growth during your stay in the institution that helped you on the program?
16. How was your family affected by your being on work furlough? (Get description of family situation, visiting patterns, and family problems arising from work furlough.)
17. What does your family think about your participation in work furlough?

18. Have you experienced any problems with your family (your wife)? If yes, what kinds of problems?
19. If you had a wife receiving welfare, was the grant affected by your coming on the program?
20. Was the relationship with your parole agent better or worse than it would have been had you been released to regular parole without work furlough? In what way better or worse?
21. Have you ever been on parole before? If yes, how much money (savings and loan from the Department) did you have the day you initially went on parole?
22. How does an inmate get into the work furlough program? (Get a description of the selection process and how decisions are made at each point in the process.)
23. What different types of inmates get into the program? (What is sought here is a descriptive typology of furloughees, using the respondent's language.)
24. How do these different types do on the program? (Which types are successful and unsuccessful?)
25. What is the purpose(s) of the work furlough program as you see it?
26. How well is the program working? Is it achieving the goals you think it has?
27. What are the problems that furloughees have in successfully completing the program?
28. What types of rule violations routinely occur? How are they handled by the staff and the furloughees?
29. For how long should a furloughee be placed on the program—1, 2, or 3 months? Why?
30. Do you consider the program to be a success or a failure, and how is it a success or a failure?
31. Is there any way to improve the program?

APPENDIX D  
DEPARTURE REPORT

'FROM

WORK FURLOUGH PROGRAM  
CALIFORNIA DEPARTMENT OF CORRECTIONS

..... Facility  
..... Month ..... Year  
..... Inmate Number ..... Name  
..... Date Received ..... From (Hub Inst.)

RELEASE INFORMATION

..... Date of release from Work Furlough Program

Reason for release:

- ..... 1. To parole
- ..... 2. To discharge
- ..... 3. Returned to prison for:
  - ..... 1. New felony commitment
  - ..... 2. Other criminal act
  - ..... 3. County request
  - ..... 4. State request
  - ..... 5. Inmate request
  - ..... 6. Medical reason
  - ..... 7. Other (specify).....
- ..... 4. Death
- ..... 5. Escaped
- ..... 6. Other (specify).....

..... Length of stay in program (days)  
..... Number of days worked, less normal days off

..... Total amount earned in program  
..... Amount remitted to dependents  
..... Amount placed in savings  
..... Amount to County for keep  
..... Amount to other (specify).....

INITIAL EMPLOYMENT

- ..... 1. Job available at arrival in program.
  - ..... 2. No job available at arrival in program
- First job worked:
- ..... Job Title  
..... Salary per hour rate  
..... Days worked per week  
..... Hours worked per week

Copies to:  
Original — Administrative Statistics Section  
1st copy — Work Furlough Administrator, P&CS  
2nd copy — Coordinator's File

WORK FURLOUGH PROGRAM COORDINATOR

Date

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 1 Prisoners Considered for Work Furlough Eligibility by a Prison Classification Committee in FY 1969-70, by Eligibility Classification and Subsequent Work Furlough Placement, by Commitment Offense

Type of commitment offense	Total	Eligibility classification			
		Not eligible	Eligible		
			Total	Placed on work furlough	Not placed on work furlough
Number of prisoners					
Total, all offenses	1,308	987	321	145	176
Homicide	56	46	10	6	4
Robbery	256	195	61	30	31
Assault	68	52	16	9	7
Burglary	274	193	81	42	39
Theft	132	90	42	13	29
Forgery, checks	130	86	44	20	24
Rape, other sex	127	114	13	8	5
Drug	215	173	42	14	28
Miscellaneous	50	38	12	3	9
Percentages					
Total, all offenses	100%	100%	100%	100%	100%
Homicide	4	5	3	4	2
Robbery	20	20	19	21	18
Assault	5	5	5	6	4
Burglary	21	( 20 )	25	29	22
Theft	10	( 9 )	13	9 <sup>a</sup>	16 <sup>a</sup>
Forgery, checks	10	( 9 )	14	14	14
Rape, other sex	10	12	( 4 )	6	3
Drug	16	18	13	10	16
Miscellaneous	4	4	4	2	5

☐ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Among prisoners classified as eligible for work furlough, those with a commitment offense of theft were significantly less likely to actually enter work furlough.

APPENDIX E  
TABLES

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 2 Prisoners Considered for Work Furlough Eligibility by a Prison Classification Committee in FY 1969-70, by Eligibility Classification and Subsequent Work Furlough Placement, by Prior Criminal Commitment

Prior criminal commitments	Eligibility classification				
	Total	Not eligible	Eligible		
			Total	Placed on work furlough	Not placed on work furlough
Number of prisoners					
Total, all prisoners	1,308	987	321	145	176
No priors	127	95	32	17	15
Prior jail/juvenile, total	639	477	162	63	99
One or two	314	237	77	33	44
Three or more	325	240	85	30	55
Prior prison	542	415	127	65	62
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
No priors	10	10	10	12	9
Prior jail/juvenile, total	49	48	50	43 <sup>a</sup>	56 <sup>a</sup>
One or two	24	24	24	23	25
Three or more	25	24	26	21 <sup>b</sup>	31 <sup>b</sup>
Prior prison	41	42	40	45	35

a, b Prisoners declared eligible for work furlough who didn't subsequently enter work furlough were significantly more likely to have only prior jail or juvenile commitments, whereas those who entered work furlough were significantly less likely to have only prior jail or juvenile commitments. The same relationships were true for prisoners with only three or more jail or juvenile commitments.

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 3 Prisoners Considered for Work Furlough Eligibility by a Prison Classification Committee in FY 1969-70, by Eligibility Classification and Subsequent Work Furlough Placement, by Age

Age at 1969 birthday	Total	Eligibility classification			
		Not eligible	Eligible		
			Total	Placed on work furlough	Not placed on work furlough
Number of prisoners					
Total, all ages	1,308	987	321	145	176
Younger group, total	755	539	216	88	128
20 - 24	202	145	57	18	39
25 - 29	312	216	96	41	55
30 - 34	241	178	63	29	34
Older group, total	553	448	105	57	48
35 - 39	157	122	35	19	16
40 - 49	222	173	49	31	18
50 - 80	174	153	21	7	14
Mean	35	36	32	32	31
Median	32	33	30	32	29
Percentages					
Total, all ages	100%	100%	100%	100%	100%
Younger group, total	58	( 55 )	<input checked="" type="checkbox"/> 67	61 <sup>c</sup>	73 <sup>c</sup>
20 - 24	15	15	16	12 <sup>a</sup>	22 <sup>a</sup>
25 - 29	24	( 22 )	<input checked="" type="checkbox"/> 30	28	31
30 - 34	18	18	20	20	19
Older group, total	42	<input checked="" type="checkbox"/> 45	( 33 )	39 <sup>c</sup>	27 <sup>c</sup>
35 - 39	12	12	11	13	9
40 - 49	17	18	15	21 <sup>b</sup>	10 <sup>b</sup>
50 - 80	13	<input checked="" type="checkbox"/> 16	( 7 )	5	8

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Among prisoners classified as eligible for work furlough, those aged 20-24 were significantly less likely to actually enter work furlough.

<sup>b</sup> Among prisoners classified as eligible for work furlough, those aged 40-49 were significantly more likely to actually enter work furlough.

<sup>c</sup> Among prisoners classified as eligible for work furlough, those aged 35-80 were significantly more likely to actually enter work furlough than those aged 20-34.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 4 Prisoners Considered for Work Furlough Eligibility by a Prison Classification Committee in FY 1969-70, by Eligibility Classification and Subsequent Work Furlough Placement, by Racial-Ethnic Group

Racial-ethnic group	Total	Eligibility classification			
		Not eligible	Eligible		
			Total	Placed on work furlough	Not placed on work furlough
Number of prisoners					
Total, all groups	1,308	987	321	145	176
White and other	782	599	183	94	89
Black	349	241	108	43	65
Chicano	177	147	30	8	22
Percentages					
Total, all groups	100%	100%	100%	100%	100%
White and other	60	61	57	65 <sup>a</sup>	51 <sup>a</sup>
Black	27	( 24 )	<input checked="" type="checkbox"/> 34	30	37
Chicano	14	<input checked="" type="checkbox"/> 15	( 9 )	6 <sup>b</sup>	13 <sup>b</sup>

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Among prisoners classified as eligible for work furlough, those who were white and other were significantly more likely to actually enter work furlough.

<sup>b</sup> Among prisoners classified as eligible for work furlough, those who were Chicano were significantly less likely to actually enter work furlough.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 5 Prisoners Considered for Work Furlough Eligibility by a Prison Classification Committee in FY 1969-70, by Eligibility Classification and Subsequent Work Furlough Placement, by Base Expectancy Score

Base expectancy score	Total	Eligibility classification			
		Not eligible	Eligible		
			Total	Placed on work furlough	Not placed on work furlough
Number of prisoners					
Total, all prisoners	1,308	987	321	145	176
0 - 45, total	885	672	213	83	130
0 - 16	26	20	6	4	2
17 - 26	178	133	45	16	29
27 - 32	206	164	42	14	28
33 - 45	475	355	120	49	71
46 - 76, total	423	315	108	62	46
46 - 52	199	148	51	29	22
53 - 68	191	141	50	30	20
69 - 76	33	26	7	3	4
Mean	40	40	40	43	39
Median	39	39	40	43	38

Percentages

Total, all prisoners	100%	100%	100%	100%	100%
0 - 45, total	68	68	66	57 <sup>a</sup>	74 <sup>a</sup>
0 - 16	2	2	2	3	1
17 - 26	14	13	14	11	16
27 - 32	16	17	13	10	16
33 - 45	36	36	37	34	40
46 - 76, total	32	32	34	43 <sup>a</sup>	26 <sup>a</sup>
46 - 52	15	15	16	20	13
53 - 68	15	14	16	21 <sup>b</sup>	11 <sup>b</sup>
69 - 76	3	3	2	2	2

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Among prisoners classified as eligible for work furlough, those with BE scores of 0-45 were significantly less likely to actually enter work furlough than those with BE scores between 46-76.

<sup>b</sup> Among prisoners classified as eligible for work furlough, those with BE scores of 53-68 were significantly more likely to actually enter work furlough.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 6 Prisoners Considered for Work Furlough Eligibility by a Prison Classification Committee in FY 1969-70, by Eligibility Classification and Subsequent Work Furlough Placement, by History of Illegal Drug Use

Illegal drug use in order of severity <sup>a</sup>	Total	Eligibility classification			
		Not eligible	Eligible		
			Total	Placed on work furlough	Not placed on work furlough
Number of prisoners					
Total, all prisoners	1,308	987	321	145	176
Total, some drug use	499	393	106	44	62
Opiates	254	205	49	19	30
Other drugs	245	188	57	25	32
Marijuana	203	156	47	19	28
Dangerous drugs	42	32	10	6	4
None known	809	594	215	101	114
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
Total, some drug use	38	[40]	( 33 )	30	35
Opiates	19	[21]	( 15 )	13	17
Other drugs	19	19	18	17	18
Marijuana	16	16	15	13	16
Dangerous drugs	3	3	3	4	2
None known	62	( 60 )	[67]	70	65

<sup>a</sup> Multiple drug users are reported only in the most severe category as officially determined by the Department of Corrections.

[ ] Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 7 Prisoners Declared Eligible in FY 1969-70 but Not Placed on Work Furlough Compared to Those Placed in State Operated or in County Operated Work Furlough Facilities, by Type of Commitment Offense

Type of commitment offense	Eligible but not placed on work furlough		Placed on work furlough			
			State operated facilities		County operated facilities	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all offenses	176	100%	812	100%	148	100%
Homicide	4	( 2 )	50	[6]	1	1
Robbery	31	18	191	24	28	19
Assault	7	4	36	4	8	5
Burglary	39	22	181	22	30	20
Theft	29	[16]	83	( 10 )	25	17
Forgery, checks	24	( 14 )	100	12	40	[27]
Rape, other sex	5	3	26	3	6	4
Drugs	28	[16]	112	14	6	( 4 )
Miscellaneous	9	5	33	4	4	3

[ ] Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.



**CONTINUED**

**1 OF 2**

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 8 Prisoners Declared Eligible in FY 1969-70 but Not Placed on Work Furlough Compared to Those Placed in State Operated or in County Operated Work Furlough Facilities, by Prior Criminal Commitment

Prior criminal commitment	Eligible but not placed on work furlough		Placed on work furlough			
	Number	Per cent	State operated facilities		County operated facilities	
			Number	Per cent	Number	Per cent
Total, all prisoners	176	100%	812	100%	148	100%
No priors	15	9	81	10	19	13
Prior jail/juvenile, total	99	56	379	( 47 )	51	( 34 )
One or two	44	25	167	21	33	22
Three or more	55	31	212	( 26 )	18	( 12 )
Prior prison	62	( 35 )	352	43	78	53

□ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 9 Prisoners Declared Eligible in FY 1969-70 but Not Placed on Work Furlough Compared to Those Placed in State Operated or in County Operated Work Furlough Facilities, by Age

Age at 1969 birthday	Eligible but not placed on work furlough		Placed on work furlough			
	Number	Per cent	State operated facilities		County operated facilities	
			Number	Per cent	Number	Per cent
Total, all ages	176	100%	812	100%	148	100%
Younger group, total	128	73	485	( 60 )	78	( 53 )
20 - 34	39	22	93	( 11 )	10	( 7 )
25 - 29	55	31	216	27	42	28
30 - 34	34	19	176	22	26	18
Older group, total	48	( 27 )	327	40	70	47
35 - 39	16	( 9 )	126	16	20	14
40 - 49	18	( 10 )	155	19	39	26
50 - 80	14	8	46	6	11	7
Mean	31	—	34	—	35	—
Median	29	—	32	—	34	—

□ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 10 Prisoners Declared Eligible in FY 1969-70 but Not Placed on Work Furlough Compared to Those Placed in State Operated or in County Operated Work Furlough Facilities, by Racial-Ethnic Group

Racial-ethnic group	Eligible but not placed on work furlough		Placed on work furlough			
	Number	Per cent	State operated facilities		County operated facilities	
			Number	Per cent	Number	Per cent
Total, all groups	176	100%	812	100%	148	100%
White and other	89	( 51 )	486	[60]	117	[79]
Black	65	[37]	225	( 28 )	23	( 16 )
Chicano	22	[13]	101	12	8	( 5 )

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 11 Prisoners Declared Eligible in FY 1969-70 but Not Placed on Work Furlough Compared to Those Placed in State Operated or in County Operated Work Furlough Facilities, by Base Expectancy Score

Base expectancy score	Eligible but not placed on work furlough		Placed on work furlough			
	Number	Per cent	State operated facilities		County operated facilities	
			Number	Per cent	Number	Per cent
Total, all prisoners	176	100%	812	100%	148	100%
0 - 45, total	130	[74]	568	70	92	( 62 )
0 - 16	2	1	26	3	1	1
17 - 26	29	[16]	105	13	7	( 5 )
27 - 32	28	[16]	123	15	10	( 7 )
33 - 45	71	40	314	39	74	50
46 - 76, total	46	( 26 )	244	30	56	[38]
46 - 52	22	13	104	13	22	15
53 - 68	20	11	117	14	27	18
69 - 76	4	2	23	3	7	5
Mean	39	—	40	—	44	—
Median	38	—	39	—	42	—

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 12 Responses of Work Furloughees in FY 1969-70 and Staff to the Question: What types of work furloughees fail to successfully complete the program?

Types who fail	Work furloughees		Staff	
	Number	Per cent	Number	Per cent
Total	60	100%	18	100%
Alcoholics	10	17	8	44
Narcotic addicts	6	10	2	11
"Depends on the individual"	4	7	0	0
Work furloughees who "...have no intention of succeeding..."	3	5	0	0
"Troublemakers"	2	3	1	6
Lazy, unmotivated workers	0	0	2	11

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 13 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility by Occupational Status and Type of Occupation Held While on Work Furlough

Occupational category	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (OTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
All prisoners	960	630	309	147	134	40	148	73	75	182
With incomplete data	82	49	11	21	12	5	19	3	16	14
With usable data	878	581	298	126	122	35	129	70	59	168
With usable data, total	878	581	298	126	122	35	129	70	59	168
Unemployed, total	47	18	0	8	10	0	4	1	3	25
Employed, total	831	563	298	118	112	35	125	69	56	143
All occupations	831	563	298	118	112	35	125	69	56	143
White collar, total	72	43	28	5	9	1	19	13	6	10
Professional, technical and kindred	15	12	9	0	2	1	1	1	0	2
Managers, administrators and non-farm	6	4	3	1	0	0	0	0	0	2
Sales	26	15	12	3	0	0	8	6	2	3
Clerical and kindred	25	12	4	1	7	0	10	6	4	3
Blue collar, total	759	520	270	113	103	34	106	56	50	133
Craftsmen, foremen and kindred, total	186	116	70	12	25	9	26	14	12	44
Mechanic	44	32	13	5	9	5	7	4	3	5
Painter	24	6	3	2	1	0	1	1	0	17
Carpenter	19	11	8	0	0	3	2	1	1	6
Machinist	17	12	5	3	3	1	2	1	1	3
Electrician	9	9	8	0	1	0	0	0	0	0
All other craft, etc.	73	46	33	2	11	0	14	7	7	13
Operatives, except transport, total	188	146	66	39	28	13	24	17	7	18
Welder	35	29	18	9	0	2	2	0	2	4
Service station attendant	34	23	6	0	15	2	11	10	1	0
Shed worker	17	17	0	17	0	0	0	0	0	0
Assembler	13	11	3	0	1	7	2	1	1	0
All other operatives, etc.	89	66	39	13	12	2	9	6	3	14
Transportation equipment operator	18	12	6	2	4	0	2	1	1	4
Laborers, except farm	257	171	89	45	30	7	33	8	25	53
Farm laborers and foremen	12	11	8	0	0	3	1	0	1	0
Service workers, domestic, etc., total	98	64	31	15	16	2	20	16	4	14
Cook	37	22	10	8	2	2	9	8	1	6
Janitor, maintenance	25	17	8	0	9	0	4	3	1	4
Dishwasher	17	12	6	6	0	0	4	2	2	1
All other service, etc.	19	13	7	1	5	0	3	3	0	3

1 Statistically significantly higher than expected at .05 level or less.

2 Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 14 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility by Occupational Status and Type of Occupation Held While on Work Furlough

Occupational category	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CH)	Soledad (SOP)	San Quentin	Tracy (TV)	Total	San Mateo	Five other jails	
Percentages										
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
With incomplete data	9	8	( 4 )	[ 4 ]	9	13	[ 13 ]	4	[ 21 ]	8
With usable data	92	92	[ 96 ]	( 86 )	91	88	( 87 )	96	( 79 )	92
With usable data, total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Unemployed, total	5	( 3 )	( 0 )	6	8	0	3	1	5	[ 15 ]
Employed, total	95	[ 97 ]	[ 100 ]	94	92	100	97	99	95	( 85 )
Total, all occupations	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
White collar, total	9	8	9	4	8	3	[ 15 ]	[ 19 ]	11	7
Professional, technical and kindred	2	2	[ 3 ]	0	2	3	1	1	0	1
Managers, administrators and non-farm	1	1	1	1	0	0	0	0	0	1
Sales	3	3	4	3	( 0 )	0	[ 6 ]	[ 9 ]	4	2
Clerical and kindred	3	( 2 )	( 1 )	1	[ 6 ]	0	[ 8 ]	[ 9 ]	7	2
Blue collar, total	91	92	91	96	92	97	( 85 )	( 81 )	89	93
Craftsmen, foremen and kindred, total	22	21	24	( 10 )	22	26	21	20	21	[ 31 ]
Mechanic	5	6	4	4	8	[ 14 ]	6	6	5	4
Painter	3	1	1	2	1	0	1	1	0	12
Carpenter	2	2	3	0	0	9	2	1	2	4
Machinist	2	2	2	3	3	3	2	1	2	2
Electrician	1	2	3	0	1	0	0	0	0	0
All other crafts, etc.	9	8	[ 11 ]	2	10	0	11	10	13	9
Operatives, except transport, total	23	[ 26 ]	22	[ 33 ]	25	[ 37 ]	19	25	13	( 13 )
Welder	4	5	[ 6 ]	[ 8 ]	( 0 )	6	2	0	4	3
Service station attendant	4	4	( 2 )	( 0 )	[ 13 ]	6	[ 9 ]	[ 15 ]	2	( 0 )
Shed worker	2	3	0	14	0	0	0	0	0	0
Assembler	2	2	1	0	1	20	2	1	2	0
All other operatives, etc.	11	12	13	11	11	6	7	9	5	10
Transportation equipment operator	2	2	2	2	4	0	2	1	2	3
Laborers, except farm	31	30	30	38	27	20	26	( 12 )	[ 45 ]	37
Farm laborers and foremen	1	2	3	0	0	9	1	0	2	0
Service workers, domestic, etc., total	12	11	10	13	14	6	16	[ 23 ]	7	10
Cook	5	4	3	7	2	6	7	[ 12 ]	2	4
Janitor, maintenance	3	3	3	( 0 )	[ 8 ]	0	3	4	2	3
Dishwasher	2	2	2	5	0	0	3	3	4	1
All other service, etc.	2	2	2	1	5	0	2	4	0	2

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 15 Responses of FY 1969-70 Work Furloughees to the Question: What skills did you use on work furlough for which you received training in prison?

Use of learned trade skills	Work furloughees	
	Number	Per cent
Total	60	100%
Trade skills learned and used, total	12	20
Auto mechanics	4	7
Shoe repair	2	3
Cabinet making	1	2
Sheet metal	1	2
Welding	1	2
Baking	1	2
Refrigeration	1	2
Electronics	1	2
No trade skills learned, or trade skill learned but not used	48	80

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 16 Employed Males 14 Years' Old and Over in California in 1970 and State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Occupation

Major occupation group	Male, employed, 14 years old and over in California in 1970		State prisoners entering the work furlough program in FY 1969-70	
	Number	Per cent	Number	Per cent
Totals	4,698,656	100%	960	100%
With incomplete data	—	—	82	—
Unemployed	—	—	47	—
Occupation not reported	284,602	—	—	—
With usable data	4,414,054	—	831	—
Total with usable data	4,414,054	100%	831	100%
White collar type, total	2,050,862	46	72	( 9 )
Professional, technical and kindred	788,277	18	15	( 2 )
Managers and administrators, except farm	542,630	12	6	( 1 )
Sales workers	363,695	8	26	( 3 )
Clerical and kindred workers	356,260	8	25	( 3 )
Blue collar type, total	2,363,192	54	759	[91]
Craftsmen, foremen, and kindred workers	864,585	20	186	[22]
Operatives, except transport	467,773	11	188	[23]
Transport equipment operatives	223,772	5	18	( 2 )
Laborers, except farm	271,659	6	257	[31]
Farmers and farm managers	38,592	1	0	( 0 )
Farm laborers and foremen	93,583	2	12	1
Service and private household workers	403,228	9	98	[12]

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

The chi square tests run on this table were not calculated on the numbers in the first column since their very large size would have almost automatically made all the tests significant. In order to compensate for this problem the percentage distribution of the first column (those percentages in the second column) were multiplied times the N in the third column in order to create a distribution of expected values. Then the observed distribution was tested against the hypothetical expected distribution for each occupation category versus all other occupation categories.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 17 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Occupational Status and Hourly Wage Rate

Occupational status and hourly wage rate	Total	Location of work furlough facility									
		State prison					County jail			Critt. halfway house (State)	
		Total	Chino (CIM)	Soladad (CTP)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails		
Number of prisoners											
Total, all prisoners	960	630	309	147	134	40	148	73	75	182	
With incomplete data	82	49	11	21	12	5	19	3	16	14	
With usable data	878	581	298	126	122	35	129	70	59	168	
Total with usable data	878	581	298	126	122	35	129	70	59	168	
Unemployed, total	47	18	0	8	10	0	4	1	3	25	
Employed, total	831	563	298	118	112	35	125	69	56	143	
Total employed work furloughees	831	563	298	118	112	35	125	69	56	143	
Midpoint Wage interval											
\$ .81	\$1.62 or less	20	9	3	1	2	3	6	0	6	5
1.75	1.63 - 1.87	62	53	25	15	9	4	6	1	5	3
2.00	1.88 - 2.12	198	163	70	50	29	14	21	10	11	14
2.25	2.13 - 2.37	110	77	48	16	11	2	21	11	10	12
2.50	2.38 - 2.62	137	89	60	8	19	2	27	19	8	21
2.75	2.63 - 2.87	63	40	29	6	3	2	5	5	0	18
3.00	2.88 - 3.12	82	46	23	8	11	4	24	11	13	12
3.50	3.13 - 3.87	80	43	19	10	11	3	8	6	2	29
4.50	3.88 - 5.12	66	39	19	4	15	1	4	3	1	23
6.60	5.13 - 8.06	13	4	2	0	2	0	3	3	0	6
Mean		\$2.64	\$2.53	\$2.54	\$2.35	\$2.76	\$2.28	\$2.61	\$2.82	\$2.36	\$3.12
Median		\$2.50	(\$2.30)	\$2.42	\$2.10	\$2.50	(\$2.00)	\$2.50	\$2.50	\$2.25	(\$2.86)
Percentages											
Total, all prisoners		100%	100%	100%	100%	100%	100%	100%	100%	100%	
With incomplete data		9	8	( 4 )	[14]	9	13	[13]	4	[21]	8
With usable data		92	92	[96]	( 86 )	91	88	( 87 )	96	( 79 )	92
Total with usable data		100%	100%	100%	100%	100%	100%	100%	100%	100%	
Unemployed, total		5	( 3 )	( 0 )	6	8	0	3	1	5	[15]
Employed, total		95	[97]	[100]	94	92	100	97	99	95	( 85 )
Total employed work furloughees		100%	100%	100%	100%	100%	100%	100%	100%	100%	
Midpoint Wage interval											
\$ .81	\$1.62 or less	2	( 2 )	( 1 )	1	2	[9]	5	0	[11]	4
1.75	1.63 - 1.87	8	[9]	8	[13]	8	11	5	( 1 )	9	( 2 )
2.00	1.88 - 2.12	24	[29]	24	[12]	26	[40]	( 17 )	25	20	( 10 )
2.25	2.13 - 2.37	13	14	16	14	10	6	17	16	18	8
2.50	2.38 - 2.62	17	16	[20]	( 7 )	17	6	22	[28]	14	15
2.75	2.63 - 2.87	8	7	10	5	( 3 )	6	4	7	( 0 )	[13]
3.00	2.88 - 3.12	10	( 8 )	8	7	10	11	[19]	16	[23]	8
3.50	3.13 - 3.87	10	( 8 )	( 6 )	9	10	9	6	9	4	[20]
4.50	3.88 - 5.12	8	7	6	( 3 )	[13]	3	( 3 )	4	2	[16]
6.60	5.13 - 8.06	2	1	1	0	2	0	2	4	0	4

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA STATE DEPARTMENT OF CORRECTIONS

Table 18 State Prisoners Entering the Work Furlough Program in FY 1969-70 Who Were Released to Parole, by Time Spent in Work Furlough and Parole Outcome at Six Months

Time spent in work furlough (in days)	Total all prisoners	Parole outcome at six months			
		Outcome not known	Outcome known		
			Total	Favorable	Unfavorable
Number of prisoners					
Total, all	666	51	615	550	65
3 - 31	53	6	47	44	3
32 - 61	190	17	173	152	21
62 - 91	281	18	263	237	26
92 - 121	84	8	76	65	11
122 - 151	39	2	37	35	2
152 - 200	19	0	19	17	2
Mean	74	67	74	74	71
Median	72	66	73	73	70
Percentages					
Total, all	100%	100%	100%	100%	100%
3 - 31	8	12	8	8	5
32 - 61	29	33	28	28	32
62 - 91	42	35	43	43	40
92 - 121	13	16	12	12	17
122 - 151	6	4	6	6	3
152 - 200	3	0	3	3	3

☐ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 19 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Work Furlough Program Outcome

Program outcome	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
All prisoners	960	630	309	147	134	40	148	73	75	182
Successful	686	436	219	91	94	32	110	57	53	140
Paroled	666	421	214	86	89	32	105	54	51	0
Discharged	20	15	5	5	5	0	5	3	2	0
Successful	274	194	90	56	40	8	38	16	22	42
Escaped	67	41	21	11	8	1	11	3	8	15
Returned to prison	207	153	69	45	32	7	27	13	14	27
New felony commitment	1	1	1	0	0	0	0	0	0	0
Other criminal act	5	3	0	2	1	0	0	0	0	2
County request	19	1	0	0	1	0	18	13	5	0
State request	26	25	21	2	2	0	0	0	0	1
Inmate request	7	6	3	1	2	0	1	0	1	0
Medical reason	12	11	7	1	2	1	0	0	0	1
Job termination	12	12	10	0	0	2	0	0	0	0
No employment available	4	3	0	0	3	0	0	0	0	1
Disciplinary or inability to adjust	116	88	26	39	20	3	6	0	5	22
Fired, poor performance on job	5	3	1	0	1	1	2	0	2	0
Percentages										
All prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Successful	71	( 69 )	71	( 62 )	70	80	74	78	71	77
Paroled	69	67	69	59	66	80	71	74	68	77
Discharged	2	2	2	3	4	0	3	4	3	0
Successful	29	☐ 31	29	☐ 38	30	20	26	22	29	23
Escaped	7	7	7	7	6	3	7	4	11	8
Returned to prison	22	☐ 24	22	☐ 31	24	18	18	18	19	( 15 )
New felony commitment	0	0	0	0	0	0	0	0	0	0
Other criminal act	1	0	0	1	1	0	0	0	0	1
County request	2	0	0	0	1	0	12	18	7	0
State request	3	4	7	1	1	0	0	0	0	1
Inmate request	1	1	1	1	1	0	1	0	1	0
Medical reason	1	2	2	1	1	3	0	0	0	1
Job termination	1	2	3	0	0	5	0	0	0	0
No employment available	0	0	0	0	2	0	0	0	0	1
Disciplinary or inability to adjust	12	☐ 14	( 8 )	☐ 27	15	8	( 4 )	( 0 )	8	12
Fired, poor performance on job	1	0	0	0	1	3	1	0	3	0

☐ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 20 State Prisoners Entering the Work Furlough Program in FY 1969-70 by Six-Month Parole Outcome by Type of Release from Work Furlough

Six-month parole outcome	Discharged or released to parole by 7/31/71		
	Total	Directly from work furlough	After failed on work furlough
Number of prisoners			
Total, all prisoners	960	686	274
Discharged or not paroled by 7/31/71	115	20	95
Outcome unknown (pending)	79	51	28
Outcome known	766	615	151
Total, outcome known	766	615	151
Favorable, total	672	550	122
No known violation	521	438	83
With minor violation	151	112	39
Unfavorable, total	94	65	29
Miscellaneous	23	21	12
Return to prison (total)	61	44	17
Short-term placement	21	16	5
Violation of parole condition	20	11	9
New commitment (court)	20	17	3
Percentages			
Total, all prisoners	100%	100%	100%
Discharged or not paroled by 7/31/71	12	3	35
Outcome unknown (pending)	8	7	10
Outcome known	80	90	55
Total, outcome known	100%	100%	100%
Favorable, total	88	89	( 81 )
No known violation	68	71	( 55 )
With minor violation	20	18	26
Unfavorable, total	12	11	19
Miscellaneous	4	3	8
Return to prison (total)	8	7	11
Short-term placement	3	3	3
Violation of parole condition	3	2	6
New commitment (court)	3	3	2

☐ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 21 Responses of FY 1969-70 Work Furloughees and Staff to the Question: What types of rule violations occur routinely?

Type of routine rule violation	Work furloughees		Staff	
	Number	Per cent	Number	Per cent
Total	60	100%	18	100%
Drinking alcoholic beverages	40	67	13	72
Returning late to facility	34	57	16	89
Visiting women without permission	9	15	3	17
Using illegal drugs	12	20	3	17
Absent from work	2	3	5	28
Bringing in contraband	2	3	4	22



CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 22 Responses of FY 1969-70 Work furloughees and Staff to the Question: What types of problems led to work furloughees failing to successfully complete the work furlough program?

Types of problems	Work furloughees		Staff	
	Number	Per cent	Number	Per cent
Total	60	100%	18	100%
Drinking alcoholic beverages	31	52	14	78
Returning late to facility	10	17	1	6
Visiting women without permission	9	15	3	17
Using illegal drugs	16	27	3	17
Bringing in contraband	2	3	3	17
Lack of communication between staff, and staff and work furloughees	3	5	0	0
Failure to hold a job	4	7	4	22
On program for too long a period of time	6	10	0	0

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 23 Prisoners Declared Eligible in FY 1969-70 but Not Placed on Work Furlough Compared to Those Placed in State Operated or in County Operated Work Furlough Facilities, by History of Illegal Drug Use

Illegal drug use, by order of severity <sup>a</sup>	Eligible but not placed on work furlough		Placed on work furlough			
			State operated facilities		County operated facilities	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	176	100%	812	100%	148	100%
Total, some drug use	62	[35]	288	35	22	( 14 )
Opiates	30	[17]	154	19	8	( 5 )
Other drugs	32	[18]	134	17	14	( 9 )
Marijuana	28	[16]	111	14	9	( 6 )
Dangerous drugs	4	2	23	3	5	3
None Known	114	( 65 )	524	65	126	[85]

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Multiple drug users are reported only in the most severe category as officially determined by the Department of Corrections

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 27 State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and Commitment Offense

Type of commitment offense	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all offenses	960	100%	686	100%	274	100%
Homicide	51	5	43	<input type="checkbox"/> 6	8	( 3 )
Robbery	219	23	165	24	54	20
Assault	44	5	29	4	15	5
Burglary	211	22	131	( 19 )	80	<input type="checkbox"/> 29
Theft	108	11	70	10	38	14
Forgery and checks	140	15	110	<input type="checkbox"/> 16	30	( 11 )
Rape, other sex	32	3	28	<input type="checkbox"/> 4	4	( 1 )
Drug	118	12	84	12	34	12
Miscellaneous	37	4	26	4	11	4

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 25 State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and Prior Criminal Commitments

Prior criminal commitments	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	686	100%	274	100%
No prior commitments	100	10	87	<input type="checkbox"/> 13	13	( 5 )
Jail/juvenile, total	430	45	314	46	116	42
One or two	200	21	153	22	47	17
Three or more	230	24	161	23	69	25
Prior prison	430	45	285	( 42 )	145	<input type="checkbox"/> 53

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 26 State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and Age

Age at 1969 birthday	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all ages	960	100%	686	100%	274	100%
Younger group, total	563	59	403	59	160	58
20 - 24	103	11	68	10	35	13
25 - 29	258	27	189	28	69	25
30 - 34	202	21	146	21	56	20
Older group, total	397	41	283	41	114	42
35 - 39	146	15	101	15	45	16
40 - 49	194	20	144	21	50	18
50 - 66	57	6	38	6	19	7
Mean	34		34		34	
Median	33		33		32	

□ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 27 State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and Racial-Ethnic Group

Racial-ethnic group	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all groups	960	100%	686	100%	274	100%
White and other	603	63	447	□65	156	( 57 )
Black	248	26	177	26	71	26
Chicano	109	11	62	( 9 )	47	□17

□ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 28

State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and Base Expectancy Score

Base expectancy score	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	686	100%	274	100%
Total, 0 - 45	660	69	438	( 64 )	222	[ 81 ]
0 - 16	27	3	14	( 2 )	13	[ 5 ]
17 - 26	112	12	64	( 9 )	48	[ 18 ]
27 - 32	133	14	85	( 12 )	48	[ 18 ]
33 - 45	388	40	275	40	113	41
Total, 46 - 76	300	31	248	[ 36 ]	52	( 19 )
46 - 52	126	13	98	14	28	10
53 - 68	144	15	122	[ 18 ]	22	( 8 )
69 - 76	30	3	28	[ 4 ]	2	( 1 )
Mean	40		42		36	
Median	39		41		35	

[ ] Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 29

State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and History of Illegal Drug Use

Illegal drug use in order of severity <sup>a</sup>	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	686	100%	274	100%
Total, some drug use	310	32	218	32	92	34
Opiates	162	17	113	16	49	18
Other drugs, total	148	15	105	15	43	16
Marijuana	120	13	86	13	34	12
Dangerous drugs	28	3	19	3	9	3
None known	650	68	468	68	182	66

<sup>a</sup> Multiple drug users are reported only in the most severe category as officially determined by the Department of Corrections.

[ ] Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 30 State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and Work History

Prior to imprisonment before entered work furlough, worked six months or longer for one employer	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	686	100%	274	100%
Yes	654	68	497	<input type="checkbox"/> 72	157	( 57 )
No	306	32	189	( 28 )	117	<input type="checkbox"/> 43

Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 31 State Prisoners Entering the Work Furlough Program in FY 1969-70 by Type of Departure from the Work Furlough Program and History of Alcohol Involvement

Alcohol involvement	Type of departure from the work furlough program					
	Total, all departures		To parole or discharge		To escape or prison	
	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	686	100%	274	100%
Yes	479	50	313	( 46 )	166	<input type="checkbox"/> 61
No	481	50	373	<input type="checkbox"/> 54	108	( 39 )

Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 32 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Commitment Offense

Type of commitment offense	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
Total, all offenses	960	630	309	147	134	40	148	73	75	182
Homicide	51	41	27	3	7	4	1	1	0	9
Robbery	219	137	63	27	40	7	28	18	10	54
Assault	44	31	11	3	11	6	8	2	6	5
Burglary	211	143	70	41	28	4	30	15	15	38
Theft	108	63	26	20	15	2	25	10	15	20
Forgery, checks	140	79	40	24	10	5	40	19	21	21
Rape, other sex	32	14	7	1	5	3	6	2	4	12
Drugs	118	94	46	23	17	8	6	4	2	18
Miscellaneous	37	28	19	5	3	1	4	2	2	5
Percentages										
Total, all offenses	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Homicide	5	7	9	2	5	10	( 1 )	1	( 0 )	5
Robbery	23	22	20	18	30	18	19	25	( 13 )	30
Assault	5	5	4	2	8	15	5	3	8	3
Burglary	22	23	23	28	21	10	20	21	20	21
Theft	11	10	8	14	11	5	17	14	20	11
Forgery, checks	15	( 13 )	13	16	( 7 )	13	27	26	28	12
Rape, other sex	3	( 2 )	2	1	2	8	4	3	6	7
Drugs	12	15	15	16	13	20	( 4 )	5	( 3 )	10
Miscellaneous	4	4	6	3	2	3	3	3	3	3

☐ Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

Table 33 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Prior Criminal Commitments

Prior criminal commitments	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
Total, all prisoners	960	630	309	147	134	40	148	73	75	182
No prior commitments	100	64	38	5	11	10	19	5	14	17
Prior jail/juvenile, total	430	294	136	75	61	22	51	26	25	85
One or two	200	134	69	33	20	12	33	16	17	33
Three or more	230	160	67	42	41	10	18	10	8	52
Prior prison	430	272	135	67	62	8	78	42	36	80
Percentages										
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
No prior commitments	10	10	12	( 3 )	8	25	13	7	19	9
Prior jail/juvenile, total	45	47	44	51	46	55	( 34 )	36	( 33 )	47
One or two	21	21	22	22	15	30	22	22	23	18
Three or more	24	25	22	29	31	25	( 12 )	( 14 )	( 11 )	29
Prior prison	45	43	44	46	46	( 20 )	53	58	48	44

☐ Statistically significantly higher than expected at .05 level or less  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 34 Prisoners Considered for Work Furlough Eligibility by a Prison Classification Committee, by Eligibility Classification and Subsequent Work Furlough Placement, by Base Expectancy Score

Base expectancy score	Total	Eligibility classification			
		Not eligible	Eligible		
			Total	Placed on work furlough	Not placed on work furlough
Number of prisoners					
Total, all prisoners	1,308	987	321	145	176
0 - 45, total	885	672	213	83 <sup>a</sup>	130 <sup>a</sup>
0 - 16	26	20	6	4	2
17 - 26	178	133	45	16	29
27 - 32	206	164	42	14	28
33 - 45	475	355	120	49	71
46 - 76, total	423	315	108	62 <sup>a</sup>	46 <sup>a</sup>
46 - 52	199	148	51	29	22
53 - 68	191	141	50	30 <sup>b</sup>	20 <sup>b</sup>
69 - 76	33	26	7	3	4
Mean	40	40	40	43	39
Median	39	39	40	43	38
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
0 - 45, total	68	68	66	57 <sup>a</sup>	74 <sup>a</sup>
0 - 16	2	2	2	3	1
17 - 26	14	13	14	11	16
27 - 32	16	17	13	10	16
33 - 45	36	36	37	34	40
46 - 76, total	32	32	34	43 <sup>a</sup>	26 <sup>a</sup>
46 - 52	15	15	16	20	13
53 - 68	15	14	16	21 <sup>b</sup>	11 <sup>b</sup>
69 - 76	3	3	2	2	2

<sup>a</sup> Among prisoners classified as eligible for work furlough, those with BE scores of 0-45 were significantly less likely to actually enter work furlough than those with BE scores between 46-76.

<sup>b</sup> Among prisoners classified as eligible for work furlough, those with BE scores of 53-68 were significantly more likely to actually enter work furlough.

Table 35 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Racial-Ethnic Group

Racial-ethnic group	Total	Location of work furlough facility							Critt. halfway house (State)	
		State prison				County jail		Five other jails		
		Total	Chino (CIM)	Soledad (CIF)	San Quentin	Tracy (DVI)	Total			San Mateo
Total, all groups	960	630	309	147	134	40	148	73	182	
White and other	603	390	199	87	74	30	117	55	96	
Black	248	153	73	26	50	4	23	13	72	
Chicano	109	87	37	34	10	6	8	5	14	
Number of prisoners										
Total, all groups	100%	62 <sup>a</sup>	64	59	( 55 )	75	79 <sup>a</sup>	75	100%	100%
White and other	63	24 <sup>b</sup>	24	( 18 )	[ 37 ]	( 10 )	( 16 <sup>b</sup> )	18	( 13 )	( 53 <sup>a</sup> )
Black	26	[ 14 <sup>c</sup> ]	12	[ 23 ]	7	15	( 5 <sup>c</sup> )	7	( 4 )	[ 40 <sup>b</sup> ]
Chicano	11									8 <sup>c</sup>
Percentages										

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Whites and others are significantly more likely to be in the county jail than in prison, and in prison than in Crittenden.

<sup>b</sup> Blacks are significantly more likely to be in Crittenden than in prison, and in prison than in county jail.

<sup>c</sup> Chicanos are significantly more likely to be in prison than in county jail or Crittenden.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 36 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Commitment Offense

Type of commitment offense	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
Total, all offenses	960	630	309	147	134	40	148	73	75	182
Homicide	51	41	27	3	7	4	1	1	0	9
Robbery	219	137	63	27	40	7	28	18	10	54
Assault	44	31	11	3	11	6	8	2	6	5
Burglary	211	143	70	41	28	4	30	15	15	38
Theft	108	63	26	20	15	2	25	10	15	20
Forgery, checks	140	79	40	24	10	5	40	19	21	21
Rape, other sex	32	14	7	1	3	3	6	2	4	12
Drugs	118	94	46	23	17	8	6	4	2	18
Miscellaneous	37	28	19	5	3	1	4	2	2	5
Percentages										
Total, all offenses	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Homicide	5	[7]	[9]	2	5	10	( 1 )	1	( 0 )	5
Robbery	23	22	20	18	[30]	18	19	[25]	( 13 )	30
Assault	5	5	4	2	[8]	[15]	5	3	8	3
Burglary	22	23	23	28	21	10	20	21	20	21
Theft	11	10	8	14	11	5	[17]	14	[20]	11
Forgery, checks	15	( 13 )	13	16	( 7 )	13	[27]	[26]	[28]	12
Rape, other sex	3	( 2 )	2	1	2	8	4	3	6	[7]
Drugs	12	[15]	15	16	13	20	( 4 )	5	( 3 )	10
Miscellaneous	4	4	[6]	3	2	3	3	3	3	3

[ ] Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

Table 37 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and History of Illegal Drug Use

Illegal drug use in order of severity <sup>a</sup>	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
Total, all prisoners	960	630	309	147	134	40	148	73	75	182
Total, some drug use	310	227	103	58	53	13	22	13	9	61
Opiates	162	116	53	28	30	5	8	7	1	38
Other drugs	148	111	50	30	23	8	14	6	8	23
Marijuana	120	92	41	26	18	7	9	5	4	19
Dangerous drugs	28	19	9	4	5	1	5	1	4	4
None known	650	403	206	89	81	27	126	60	66	121
Percentages										
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Total, some drug use	32	[36]	33	[39]	39	33	( 14 )	( 18 )	( 12 )	34
Opiates	17	18	17	19	22	13	( 5 )	10	( 1 )	21
Other drugs	15	[18]	16	20	17	20	( 9 )	8	11	13
Marijuana	13	[15]	13	[18]	13	18	( 6 )	7	5	10
Dangerous drugs	3	3	3	3	4	3	3	1	5	2
None known	68	( 64 )	67	( 61 )	60	68	[85]	[82]	[82]	66

<sup>a</sup> Multiple drug users are reported only in the most severe category as officially determined by the Department of Corrections.  
 [ ] Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.



CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 38 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Work History

Prior to imprisonment before entered work furlough, worked six months or longer for one employer	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
Total, all prisoners	960	630	309	147	134	40	148	73	75	182
Yes	654	420	225	85	85	25	104	46	58	130
No	306	210	84	62	49	15	44	27	17	52
Percentages										
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Yes	68	67	<input type="checkbox"/> 73	( 58 )	63	63	70	63	77	71
No	32	33	( 27 )	<input type="checkbox"/> 42	37	38	30	37	23	29

Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 39 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Location of Facility and Alcohol Involvement

Alcohol involvement	Total	Location of work furlough facility								
		State prison					County jail			Critt. halfway house (State)
		Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
Total, all prisoners	960	630	309	147	134	40	148	73	75	182
Yes	479	327	157	72	76	22	77	35	42	75
No	481	303	152	75	58	18	71	38	33	107
Percentages										
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Yes	50	52	51	49	57	55	52	48	56	( 41 )
No	50	48	49	51	43	45	48	52	44	<input type="checkbox"/> 59

Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 40 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Commitment Offense

Type of commitment offense	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
Homicide	51	5	11	[10]	37	5	2	2	1	2
Robbery	219	23	29	26	155	23	28	25	7	13
Assault	44	5	4	4	33	5	6	5	1	2
Burglary	211	22	25	22	135	( 20 )	32	29	19	[35]
Theft	108	11	14	12	71	10	11	10	12	[22]
Forgery, checks	140	15	17	15	104	15	12	11	7	13
Rape, other sex	32	3	2	2	28	[4]	1	1	1	2
Drugs	118	12	9	8	93	[14]	13	12	3	5
Miscellaneous	37	4	2	2	25	4	6	5	4	7

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 41 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Age

Age at 1969 birthday	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all ages	960	100%	113	100%	681	100%	111	100%	55	100%
Younger group, total	563	59	66	58	402	59	65	59	30	55
20 - 24	103	11	13	12	72	11	11	10	7	13
25 - 29	258	27	23	20	191	28	29	26	15	27
30 - 34	202	21	30	27	139	20	25	23	8	15
Older group, total	397	41	47	42	279	41	46	41	25	45
35 - 39	146	15	15	13	103	15	17	15	11	20
40 - 49	194	20	28	25	135	20	20	18	11	20
50 - 66	57	6	4	4	41	6	9	8	3	5
Mean	34		34		34		34		34	
Median	33		34		32		32		31	

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 42 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Racial-Ethnic Group

Racial-ethnic group	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
White and other	603	63	83	73	420	62	68	61	32	58
Black	248	26	25	22	182	27	30	27	11	20
Chicano	109	11	5	( 4 )	79	12	13	12	12	22

☐ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 43 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Illegal Drug Use History

Illegal drug use in order of severity	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
Total, some drug use	310	32	32	28	223	33	40	36	15	27
Opiates	162	17	14	12	116	17	19	17	13	24
Other drugs	148	15	18	16	107	16	21	19	2	( 4 )
Marijuana	120	13	10	9	93	14	15	14	2	( 4 )
Dangerous drugs	28	3	8	7	14	( 2 )	6	5	0	0
None known	650	68	81	72	458	67	71	64	40	73

☐ Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 44 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Prior Criminal Commitments

Prior criminal commitments	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
No priors	100	10	18	[16]	78	11	( 3 )	3	1	( 2 )
Prior jail/juvenile, total	430	45	52	46	305	45	54	49	19	35
One or two	200	21	29	26	147	22	19	17	5	( 9 )
Three or more	230	24	23	20	158	23	35	[32]	14	25
Prior prison	430	45	43	38	298	44	54	49	35	[64]

[ ] Statistically significantly higher than expected at .05 level or less

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 45 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Base Expectancy Score

Base expectancy score	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
Total, 0 - 45	660	69	61	( 53 )	457	67	96	[86]	46	[84]
0 - 16	27	3	1	1	18	3	3	3	5	[ 9 ]
17 - 26	112	12	4	( 4 )	70	( 10 )	28	[25]	10	18
27 - 32	133	14	14	12	83	13	19	17	12	22
33 - 45	388	40	42	37	281	41	46	41	19	35
Total, 46 - 76	300	31	52	[45]	224	33	15	( 14 )	9	( 16 )
46 - 52	126	13	18	16	94	14	8	( 7 )	6	11
53 - 68	144	15	30	[27]	104	15	7	( 6 )	3	( 5 )
69 - 76	30	3	4	4	26	4	0	( 0 )	0	0
Mean	40		45		41		34		33	
Median	39		45		40		34		33	

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 46 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Work History

Prior to imprisonment before entered work furlough, worked six months or longer for one employer	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
Yes	654	68	81	72	473	69	69	62	31	56
No	306	32	32	28	208	31	42	38	24	44

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 47 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Alcohol Involvement

Alcohol involvement	Total		Actual parole or discharge date was:							
			7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
Yes	479	50	44	( 39 )	328	48	74	[67]	33	60
No	481	50	69	[61]	353	52	37	( 33 )	22	40

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 48 State Prisoners Entering the Work Furlough Program for Men in FY 1969-70 by Difference in Time Between Actual and Originally Scheduled Parole or Discharge Date by Work Furlough Facility

Location of work furlough facility	Actual parole or discharge date was:									
	Total		7 or more days before originally scheduled date		Within 6 days of originally scheduled date		7 days up to 1 year after originally scheduled date		1 year or more after originally scheduled date	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Total, all prisoners	960	100%	113	100%	681	100%	111	100%	55	100%
State prison, total	630	66	74	65	450	66	72	65	34	62
Chino (CIM)	309	32	54	[43]	207	30	27	24	21	38
Soledad (CITF)	147	15	12	11	100	15	25	[23]	10	18
San Quentin	134	14	5	( 4 )	110	[16]	16	14	3	5
Tracy (DVI)	40	4	3	3	33	5	4	4	0	0
County jail, total	148	15	20	18	107	16	11	10	10	18
San Mateo	73	8	4	4	60	[9]	4	4	5	9
Five other jails	75	8	16	[14]	47	7	7	6	5	9
Crittenden halfway house	182	19	19	17	124	18	28	25	11	20

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 49 State Prisoners Entering the Work Furlough Program in FY 1969-70 with Known Parole Outcome, Compared with Others Released to Parole<sup>a</sup> in FY 1969-70 by Parole Advance (PA) and Temporary Community Release (TCR) Experience, by Six-Month Parole Outcome

Six-month parole outcome	Work furlougees with known parole outcome	Parolees without work furlough experience							
		Total	Without PA or TCR	With PA and/or TCR experience				With any PA	With any TCR
				Total	PA and TCR	PA only	TCR only		
Number of prisoners									
Total, all prisoners	845	5,487	3,246	2,241	527	107	1,607	634	2,134
Outcome unknown (pending)	79	526	319	207	37	8	162	45	199
Outcome known	766	4,961	2,927	2,034	490	99	1,445	589	1,935
Total, outcome known	766	4,961	2,927	2,034	490	99	1,445	589	1,935
Favorable, total	672	4,378	2,547	1,831	452	93	1,286	545	1,738
No known violation	521	3,523	1,987	1,536	382	84	1,070	466	1,452
With minor violation	151	855	560	295	70	9	216	79	286
Unfavorable, total	94	583	380	203	38	6	159	44	197
Miscellaneous	33	205	132	73	16	3	54	19	70
Return to prison (total)	61	378	248	130	22	3	105	25	127
Short-term placement	21	160	98	62	11	1	50	12	61
Violation of parole condition	20	143	102	41	7	2	32	9	39
New commitment (court)	20	75	48	27	4	0	23	4	27
Percentages									
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%
Outcome unknown (pending)	9	10	10	9	7	7	10	7	9
Outcome known	91	90	90	91	93	93	90	93	91
Total, outcome known	100%	100%	100%	100%	100%	100%	100%	100%	100%
Favorable, total	( 88 )	88	87	90	[92]	94	89	[93]	90
No known violation	( 68 )	71	68	[76]	[78]	[84]	[74]	[79]	[75]
With minor violation	[20]	17	19	( 15 )	( 14 )	( 9 )	( 15 )	( 13 )	( 15 )
Unfavorable, total	[12]	12	13	10	( 8 )	6	11	( 7 )	10
Miscellaneous	4	4	5	4	3	3	4	3	4
Return to prison (total)	[8]	8	8	6	( 4 )	3	7	( 4 )	7
Short-term placement	3	3	3	3	2	1	3	2	3
Violation of parole condition	3	3	3	2	1	2	2	2	2
New commitment (court)	[3]	( 2 )	2	( 1 )	( 1 )	0	2	( 1 )	( 1 )

<sup>a</sup> Excluding prisoners entering parole from work furlough.

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 50  
Movements of Prisoners in the Work Furlough Program  
for Men During Fiscal Year 1966\*-1974

CALIFORNIA DEPARTMENT OF CORRECTIONS

Movements	Fiscal year ending June 30									
	1966*	1967	1968	1969	1970	1971	1972	1973	1974	
Received, total	16	104	213	621	955	1,540	1,259	761	736	
Released, total	0	87	162	556	893	1,449	1,395	811	722	
Success, total	—	58	109	411	628	997	866	593	554	
Discharged	—	1	8	10	18	22	8	1	3	
Paroled	—	57	101	401	610	975	858	592	551	
Furlough, total	—	29	53	145	265	452	399	218	150	
Escaped	—	7	15	23	71	120	150	71	48	
Returned to prison	—	22	38	121	192	331	375	146	120	
Med	—	7	0	1	0	1	4	1	0	
Other	—	0	0	0	2	0	0	0	0	
Population at end of year	16	33	84	149	211	302	166	116	130	

Movements	Percentages									
	1966*	1967	1968	1969	1970	1971	1972	1973	1974	
Received, total	100%	100%	100%	100%	100%	100%	100%	100%	100%	
Released, total	—	67	67	74	70	69	62	73	77	
Success, total	—	1	5	2	2	2	1	0	0	
Discharged	—	66	62	72	68	67	62	73	—	
Paroled	—	33	33	26	30	31	38	27	22	
Furlough, total	—	8	9	4	8	8	11	9	7	
Escaped	—	25	24	22	22	23	27	18	17	
Returned to prison	—	0	0	0	0	0	0	0	0	
Med	—	0	0	0	0	0	0	0	0	
Other	—	0	0	0	0	0	0	0	0	

\* The program commenced in April, 1966.

Six-Month Parole Outcome by Work Furlough Facility

Six-month parole outcome	Total	Location of work furlough facility								Critt. halfway house (State)
		State prison					County jail			
		Total	Chino (CIM)	Soledad (CTP)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners										
Total, all prisoners	960	630	309	147	134	40	148	73	75	182
Not paroled as of 7/31/71	115	77	40	21	14	2	21	10	11	17
Outcome unknown (pending)	79	56	31	8	16	1	8	6	2	15
Outcome known	766	497	238	118	104	37	119	57	62	150
Total, outcome known	766	497	238	118	104	37	119	57	62	150
Favorable, total	472	439	222	99	88	30	109	51	58	124
No known violation	521	331	169	74	65	23	92	41	51	98
With minor violation	151	108	53	25	23	7	17	10	7	26
Unfavorable, total	94	58	16	19	16	7	10	6	4	26
Miscellaneous	33	20	6	5	5	4	2	1	1	11
Return to prison (total)	61	38	10	14	11	3	8	5	3	15
Short-term placement	21	12	5	4	3	0	0	0	0	9
Violation of parole condition	20	16	2	4	7	3	2	1	1	2
New commitment (court)	20	10	3	6	1	0	6	4	2	4
Percentages										
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Not paroled as of 7/31/71	12	12	13	14	10	5	14	14	15	9
Outcome unknown (pending)	8	9	10	5	12	( 3 )	8	8	3	8
Outcome known	80	79	77	80	78	[92]	80	78	83	82
Total, outcome known	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Favorable, total	88	88	[93]	84	85	81	92	89	94	( 83 )
No known violation	68	67	71	63	63	62	[77]	72	[82]	65
With minor violation	20	22	22	21	22	19	14	18	11	17
Unfavorable, total	12	12	( 7 )	16	15	19	8	( 11 )	6	[17]
Miscellaneous	4	4	3	4	5	[11]	2	2	2	7
Return to prison (total)	8	8	( 4 )	12	11	8	7	9	5	10
Short-term placement	3	2	2	3	3	0	0	0	0	6
Violation of parole condition	3	3	1	3	7	8	2	2	2	1
New commitment (court)	3	2	1	5	1	0	5	7	3	3

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 52 Responses of FY 1969-70 Work Furloughees to the Question: Which relatives did you visit while you were on work furlough?

Type of relative(s) visited	Work furloughees	
	Number	Per cent
Total	60	100%
Relatives visited, total	37	62
Wife with or without children	8	13
Children alone	5	8
Parents alone	5	8
Brothers or sisters alone	4	7
Whole family (parents, wife and children)	3	5
"Family" unspecified	12	20
No relatives visited, total	13	22
No family in area	10	17
Family resides in area	3	5
Not answered	10	17

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Table 53 Selected FY 1969-70 Study Groups by Base Expectancy Score

Base expectancy score (BE)	State prisoners entering work furlough in FY 1969-70			All men entering parole in FY 1969-70 except those entering from work furlough	Prisoners considered for work furlough eligibility by prison classification committees
	Total	Sample	Not in sample		
Number of prisoners					
Total, all prisoners	960	96	864	5,487	1,308
Total, 0-45	660	63	597	3,948	885
0 - 16	27	0	27	159	26
17 - 26	112	15	97	775	178
27 - 32	133	12	121	897	206
33 - 45	388	36	352	2,117	475
Total 46 - 76	300	33	267	1,539	423
46 - 52	126	14	112	719	199
53 - 68	144	14	130	698	191
69 - 76	30	5	25	122	33
Mean	40	41	40	39	40
Median	40	39.5	39	38	39
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
Total, 0 - 45	( 69 )	66	69	[ 72 ]	68
0 - 16	3	0	3	3	2
17 - 26	( 12 )	16	11	[ 14 ]	14
27 - 32	14	13	14	16	16
33 - 45	[ 40 ]	38	41	39	( 36 )
Total, 46 - 76	[ 31 ]	34	31	( 28 )	32
46 - 52	13	15	13	13	15
53 - 68	15	15	15	13	15
69 - 76	3	5	3	2	3

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.



CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 54 Six-month Follow-up from Date of Entry of 960 Men Entering the Work Furlough Program and 5,487 Men Placed on Parole in FY 1969-70 Assuming That Failure on Work Furlough was the Same as Failure on Parole

Parole outcome	Parolees without work furlough experience	Total	Location of work furlough facility								
			State prison					County jail			Crit. halfway house (State)
			Total	Chino (CIM)	Soledad (CTF)	San Quentin	Tracy (DVI)	Total	San Mateo	Five other jails	
Number of prisoners											
Total, all prisoners	5,487	960	630	309	147	134	40	148	73	75	182
Outcome unknown (pending or discharged)	526	55	39	16	13	9	1	9	6	3	7
Outcome known	4,961	905	591	293	134	125	39	139	67	72	175
Total, outcome known	4,961	905	591	293	134	125	39	139	67	72	175
Favorable, total	4,378	607	381	197	74	81	29	99	50	49	127
No known violation	3,523	528	325	170	59	70	26	92	47	45	111
With minor violation	855	79	56	27	15	11	3	7	3	4	16
Unfavorable	583	298	210	98	60	44	10	40	17	23	49
Miscellaneous	205	13	7	3	1	2	1	1	0	1	5
Return to prison (total)	378	11	9	3	3	2	1	1	1	0	1
Short-term placement	160	3	3	2	1	0	0	0	0	0	0
Violation of parole condition	143	6	5	0	2	2	1	1	1	0	0
New commitment (court)	75	2	1	1	0	0	0	0	0	0	1
Failed work furlough (total)	—	274	194	90	56	40	8	38	16	22	42
Percentages											
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Outcome unknown (pending or discharged)	9	6	6	5	9	7	2	6	8	4	4
Outcome known	91	94	94	95	91	93	98	94	92	96	96
Total, outcome known	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
Favorable, total	[88]	(67)	(64)	67	(55)	65	74	71	75	68	[72]
No known violation	[68]	(58)	(55)	58	(44)	56	65	66	70	63	61
With minor violation	[20]	(9)	9	9	11	9	8	5	4	6	9
Unfavorable, total	(12)	[33]	36	33	[43]	35	26	29	25	32	(27)
Miscellaneous	4	1	1	1	1	2	3	1	0	1	3
Return to prison (total)	8	1	2	1	2	2	3	1	2	0	1
Short-term placement	3	0	1	1	0	1	0	0	0	0	0
Violation of parole condition	3	1	1	0	2	2	3	1	2	0	0
New commitment (court)	3	0	0	0	0	0	0	0	0	0	1
Failed work furlough	—	30	33	31	42	32	20	27	24	31	23

□ Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 55 State Prisoners Entering the Work Furlough Program in FY 1969-70 with Known Parole Outcome, Compared with Others Released to Parole<sup>a</sup> in FY 1969-1970 by Parole Advance (PA) and Temporary Community Release (TCR) Experience, by Commitment Offense

Type of commitment offense	Work furloughs with known parole outcome	Parolees without work furlough experience							
		Total	Without PA or TCR	With PA and/or TCR experience				With any PA	With any TCR
				Total	PA and TCR	PA only	TCR only		
Number of prisoners									
Total, all offenses	845	5,487	3,246	2,241	527	107	1,607	634	2,134
Homicide	48	213	114	99	31	9	59	40	90
Robbery	204	1,115	600	515	136	26	353	162	489
Assault	42	238	148	90	24	4	62	28	86
Burglary	176	1,155	693	462	98	22	342	120	440
Theft	84	535	334	201	42	5	154	47	196
Forgery, checks	124	523	308	215	62	9	144	71	206
Rape, other sex	32	406	262	144	30	6	108	36	138
Drug	109	1,108	657	451	87	22	342	109	429
Miscellaneous	26	194	130	64	17	4	43	21	60
Percentages									
Total, all offenses	100%	100%	100%	100%	100%	100%	100%	100%	100%
Homicide	[6]	(4)	(4)	4	6	8	(4)	6	4
Robbery	[24]	(20)	(18)	23	26	24	22	26	23
Assault	5	4	5	4	5	4	4	4	4
Burglary	—	21	21	21	19	21	21	19	21
Theft	10	10	10	9	8	5	10	7	9
Forgery, checks	[13]	(10)	(9)	(10)	12	8	(9)	11	(10)
Rape, other sex	([4])	[7]	[3]	[6]	6	6	(7)	6	(6)
Drug	(13)	[20]	[20]	[20]	17	[21]	[21]	[17]	[20]
Miscellaneous	3	4	4	3	3	4	3	3	3

<sup>a</sup> Excluding prisoners entering parole from work furlough.  
 □ Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 56 State Prisoners Entering the Work Furlough Program in FY 1969-70 with Known Parole Outcome, Compared with Others Released to Parole<sup>a</sup> in FY 1969-1970 by Parole Advance (PA) and Temporary Community Release (TCR) Experience, by Prior Commitments

Prior criminal commitments	Work furloughs with known parole outcome	Parolees without work furlough experience							
		Total	Without PA or TCR	With PA and/or TCR experience				With any PA	With any TCR
				Total	PA and TCR	PA only	TCR only		
Number of prisoners									
Total, all prisoners	845	5,487	3,246	2,241	527	107	1,607	634	2,134
No prior commitments	94	487	254	233	68	17	148	85	216
Prior jail/juvenile, total	387	2,755	1,649	1,106	247	41	818	288	1,065
One or two priors	186	1,306	761	545	137	30	378	167	515
Three or more priors	201	1,449	888	561	110	11	440	121	550
Prior prison, any	364	2,245	1,343	902	212	49	641	261	853
Percentages									
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%
No prior commitments	[11]	( 9 )	( 8 )	10	13	16	9	13	10
Prior jail/juvenile, total	( 46 )	[50]	[51]	49	47	38	[51]	45	[50]
One or two priors	22	24	23	24	26	28	24	26	24
Three or more priors	([24])	26	[27]	25	21	( 10 )	27	( 19 )	26
Prior prison, any	43	41	41	40	40	46	40	41	40

<sup>a</sup> Excluding prisoners entering parole from work furlough.

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 57 State Prisoners Entering the Work Furlough Program in FY 1969-70 with Known Parole Outcome, Compared with Others Released to Parole<sup>a</sup> in FY 1969-1970 by Parole Advance (PA) and Temporary Community Release (TCR) Experience, by Age

Age at 1969 birthday	Work furloughs with known parole outcome	Parolees without work furlough experience							
		Total	Without PA or TCR	With PA and/or TCR experience				With any PA	With any TCR
				Total	PA and TCR	PA only	TCR only		
Number of prisoners									
Total, all ages	845	5,487	3,246	2,241	527	107	1,607	634	2,134
Younger group, total	506	3,222	1,836	1,386	320	58	1,008	378	1,328
20 - 24	91	653	385	268	62	11	195	73	257
25 - 29	234	1,442	817	625	151	24	450	175	601
30 - 34	181	1,127	634	493	107	23	363	130	470
Older group, total	339	2,265	1,410	855	207	49	599	256	806
35 - 39	128	819	465	354	81	18	255	99	336
40 - 49	164	1,044	643	401	98	23	280	121	378
50 - 86	47	402	302	100	28	8	64	36	92
Mean	34	34	35	33	33	34	33	33	33
Median	32	32	33	32	32	34	32	32	32
Percentages									
Total, all ages	100%	100%	100%	100%	100%	100%	100%	100%	100%
Younger group, total	60	59	57	62	61	54	63	60	62
20 - 24	11	12	12	12	12	10	12	12	12
25 - 29	28	26	25	28	29	22	28	28	28
31 - 34	21	21	20	22	20	21	23	21	22
Older group, total	40	41	43	38	39	46	37	40	38
35 - 39	15	15	14	16	15	17	16	16	16
40 - 49	19	19	20	18	19	21	17	19	18
50 - 86	( 6 )	7	[ 9 ]	4	6	7	4	6	4

<sup>a</sup> Excluding prisoners entering parole from work furlough.

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 58 State Prisoners Entering the Work Furlough Program in FY 1969-70 with Known Parole Outcome, Compared with Others Released to Parole<sup>a</sup> in FY 1969-1970 by Parole Advance (PA) and Temporary Community Release (TCR) Experience, by Racial-Ethnic Group

Racial-ethnic group	Work furloughs with known parole outcome	Parolees without work furlough experience							
		Total	Without PA or TCR	With PA and/or TCR experience				With any PA	With any TCR
				Total	PA and TCR	PA only	TCR only		
Total, all groups	845	5,487	2,241	3,246	107	1,607	634	2,134	
White and other	526	2,988	1,222	1,766	65	867	355	1,157	
Black	228	1,540	658	882	24	466	192	634	
Chicano	91	959	361	598	18	274	87	343	

Racial-ethnic group	Number of prisoners		Percentages	
	Total	Without PA or TCR	Total	Without PA or TCR
Total, all groups	845	3,246	100%	100%
White and other	526	1,766	( 62 )	( 54 )
Black	228	882	27	27
Chicano	91	598	( 11 )	( 18 )

<sup>a</sup> Excluding prisoners entering parole from work furlough.

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 59 State Prisoners Entering the Work Furlough Program in FY with Known Parole Outcome, Compared with Others Released to Parole<sup>a</sup> in FY 1969-1970 by Parole Advance (PA) and Temporary Community Release (TCR) Experience, by Base Expectancy Score

Base expectancy score	Work furloughs with known parole outcome	Parolees without work furlough experience							
		Total	Without PA or TCR	With PA and/or TCR experience				With any PA	With any TCR
				Total	PA and TCR	PA only	TCR only		
Number of prisoners									
Total, all prisoners	845	5,487	3,246	2,241	527	107	1,607	634	2,134
0 - 45, total	565	3,948	2,399	1,549	338	68	1,143	406	1,451
0 - 16	18	159	95	64	8	4	52	12	60
17 - 26	94	775	479	296	54	9	233	63	287
27 - 32	114	897	548	349	84	19	246	103	330
33 - 45	339	2,117	1,277	840	192	36	612	228	804
46 - 76, total	280	1,539	847	692	189	39	464	228	653
46 - 52	115	719	393	326	90	14	222	104	312
53 - 68	136	698	382	316	84	20	212	104	296
69 - 76	29	122	72	50	15	5	30	20	45
Mean	41	39	38	40	41	45	39	42	39
Median	40	38	37	39	40	40	38	40	39
Percentages									
Total, all prisoners	100%	100%	100%	100%	100%	100%	100%	100%	100%
0 - 45, total	( 67 )	[ 72 ]	[ 74 ]	69	64	64	[ 71 ]	64	69
0 - 16	2	3	3	3	2	4	3	2	3
17 - 26	( 11 )	[ 14 ]	[ 15 ]	13	10	8	[ 15 ]	10	13
27 - 32	( 13 )	[ 16 ]	[ 17 ]	16	16	18	15	16	15
33 - 45	40	39	39	37	36	34	38	36	38
46 - 76, total	33	28	26	31	36	36	29	36	31
46 - 52	14	13	12	15	17	13	14	16	15
53 - 68	[ 16 ]	( 13 )	( 12 )	14	16	19	13	16	14
69 - 76	[ 3 ]	( 2 )	( 2 )	2	3	5	( 2 )	3	( 2 )

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<sup>a</sup> Excluding prisoners entering parole from work furlough.

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 60 State Prisoners Entering the Work Furlough Program in FY with Known Parole Outcome, Compared with Others Released to Parole in FY 1969-1970 by Parole Advance (PA) and Temporary Community Release (TCR) Experience, by History of Illegal Drug Use

Illegal drug use in order of severity <sup>b</sup>	Work furloughs with known parole outcome		Parolees without work furlough experience					
	Total	Without PA or TCR	With PA and/or TCR experience			With any PA	With any TCR	
			Total	PA only	TCR only			
Total, all prisoners	845	3,246	2,241	527	107	1,607	694	2,134
Some drugs, total	277	1,358	979	196	39	744	235	940
Opiates	141	826	539	99	23	417	122	516
Other drugs	136	532	440	97	16	327	113	424
Marijuana	112	456	364	85	15	264	100	349
Dangerous drugs	24	76	76	12	1	63	13	75
None known	568	1,888	1,262	331	68	863	399	1,194

Number of prisoners

Percentages

	100%	100%	100%	100%	100%	100%	100%	100%
Total, all prisoners	( 33 )	[ 43 ]	[ 44 ]	37	36	[ 45 ]	37	[ 44 ]
Some drugs, total	( 17 )	[ 25 ]	[ 24 ]	19	21	[ 26 ]	19	[ 24 ]
Opiates	( 16 )	18	20	18	15	20	18	20
Other drugs	( 13 )	15	16	16	14	16	16	16
Marijuana	3	3	3	2	1	4	2	4
Dangerous drugs	67	57	56	63	64	54	63	56
None known								

<sup>a</sup> Excluding prisoners entering parole from work furlough.

<sup>b</sup> Multiple drug users are reported only in the most severe category as determined by the Department of Corrections.

[ ] Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 61 Reductions or Additions to Prison Time Served<sup>a</sup> by State Prisoners Who Entered the Work Furlough Program in FY 1969-70

Reductions or additions to prison time served in days	State prisoners who entered the work furlough program in FY 1969-70		
	Number of prisoners	Percent of prisoners	Number of days
Totals	960	100%	+45,546 <sup>b</sup>
Reductions in time served, total	115	12	- 5,656
180 to 262 days	8	1	- 1,620
90 to 179 days	5	1	- 510
30 to 89 days	56	6	- 2,695
7 to 29 days	44	5	- 826
1 to 6 days	2	0	- 5
Paroled or discharged on original parole or discharge date	664	69	0
Additions to time served, total	181	19	51,202
1 to 6 days	15	2	28
7 to 29 days	17	2	278
30 to 89 days	24	3	1,351
90 to 179 days	31	3	3,948
180 to 1,091 days, total	94	10	45,597
180 to 364 days	34	4	9,112
365 to 729 days	44	5	22,154
730 to 1,091 days	16	2	14,331
Mean time served			47.4
Median time served			0

<sup>a</sup> These calculations were based on the assumption that the work furloughes would have been released to parole or discharged on his original parole or discharge date if he had not participated in the work furlough program.

<sup>b</sup> This number is the total number of additional days served in prison by work furloughes minus the days they didn't serve due to parole date advancements. It is used to calculate the mean time served number.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 62 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by Commitment Offense

Type of commitment offense	Total	Not in sample	Sample		
			Total	Interviewed	Not interviewed
Number of prisoners					
Total, all offenses	960	864	96	59	37
Homicide	51	49	2	1	1
Robbery	219	201	18	11	7
Assault	44	37	7	4	3
Burglary	211	191	20	13	7
Theft	108	96	12	4	8
Forgery, checks	140	119	21	13	8
Rape, other sex	32	28	4	4	0
Drugs	118	109	9	8	1
Miscellaneous	37	34	3	1	2
Percentages					
Total, all offenses	100%	100%	100%	100%	100%
Homicide	5	6	2	2	3
Robbery	23	23	19	19	19
Assault	5	4	7	7	8
Burglary	22	22	21	22	19
Theft	11	11	13	7 <sup>a</sup>	22 <sup>a</sup>
Forgery, checks	15	( 14 )	<input checked="" type="checkbox"/> 22	22	22
Rape, other sex	3	3	4	7	0
Drugs	12	13	9	14	3
Miscellaneous	4	4	3	2	5

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Work furloughees not interviewed were significantly more likely to possess theft type commitment offenses than were work furloughees who were not interviewed.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 63 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by Prior Criminal Commitments

Prior criminal commitments	Total	Not in sample	Sample		
			Total	Interviewed	Not interviewed
Number of prisoners					
Total, all prisoners	960	864	96	59	37
No prior commitments	100	89	11	9	2
Prior jail/juvenile, total	430	390	40	22	18
One or two	200	178	22	15	7
Three or more	230	212	18	7	11
Prior prison	430	385	45	28	17
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
No prior commitments	10	10	11	15	5
Prior jail/juvenile, total	45	45	42	37	49
One or two	21	21	23	25	19
Three or more	24	25	19	12 <sup>a</sup>	30 <sup>a</sup>
Prior prison	45	45	47	47	46

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Work furloughees who had three or more jail or juvenile prior commitments were significantly more likely to be not interviewed than interviewed.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 64 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by Age

Age at 1969 birthday	Total	Not in sample	Sample		
			Total	Interviewed	Not interviewed
Number of prisoners					
Total, all ages	960	864	96	59	37
Younger group, total	563	509	54	33	21
20 - 24	103	95	8	3	5
25 - 29	258	229	29	17	12
30 - 34	202	185	17	13	4
Older group, total	397	355	42	26	16
35 - 39	146	127	19	11	8
40 - 49	194	178	16	9	7
50 - 66	57	50	7	6	1
Mean	34	34	34	35	33
Median	33	33	33	33	30

Percentages

Total, all ages	100%	100%	100%	100%	100%
Younger group, total	59	59	56	56	57
20 - 24	11	11	8	5	14
25 - 29	27	27	30	29	32
30 - 34	21	21	18	22	11
Older group, total	41	41	44	44	43
35 - 39	15	15	20	19	22
40 - 49	20	21	17	15	19
50 - 66	6	6	7	10	3

☐ Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 65 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by Racial-Ethnic Group

Racial-ethnic group	Total	Not in sample	Sample		
			Total	Interviewed	Not interviewed
Number of prisoners					
Total, all groups	960	864	96	59	37
White and other	603	542	61	39	22
Black	248	223	25	13	12
Chicano	109	99	10	7	3
Percentages					
Total, all groups	100%	100%	100%	100%	100%
White and other	63	63	64	66	59
Black	26	26	26	22	32
Chicano	11	11	10	12	8

☐ Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 66 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by Base Expectancy Score

Base expectancy score	Total	Not in sample	Sample		
			Total	Interviewed	Not interviewed
Number of prisoners					
Total, all prisoners	960	864	96	59	37
0 - 45, total	660	597	63	35	28
0 - 16	27	27	0	0	0
17 - 26	112	97	15	9	6
27 - 32	133	121	12	7	5
33 - 45	388	352	36	19	17
46 - 76, total	300	267	33	24	9
46 - 52	126	112	14	8	6
53 - 68	144	130	14	12	2
69 - 76	30	25	5	4	1
Mean	40	40	41	43	39
Median	40	39	39.5	41	39
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
0 - 45, total	69	69	66	59	76
0 - 16	3	3	0	0	0
17 - 26	12	11	16	15	16
27 - 32	14	14	13	12	14
33 - 45	40	41	38	32	46
46 - 76, total	31	31	34	41	24
46 - 52	13	13	15	14	16
53 - 68	15	15	15	20 <sup>a</sup>	5 <sup>a</sup>
69 - 76	3	3	5	7	3

☐ Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

<sup>a</sup> Work furlougees with BE scores of 53 - 68 were significantly more likely to be interviewed than not interviewed

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 67 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by History of Illegal Drug Use

Illegal drug use in order of severity <sup>a</sup>	Total	Not in sample	Sample		
			Total	Interviewed	Not Interviewed
Number of prisoners					
Total, all prisoners	960	864	96	59	37
Some drug use, total	310	284	26	16	10
Opiates	162	152	10	5	5
Other drugs	148	132	16	11	5
Marijuana	120	106	14	9	5
Dangerous drugs	28	26	2	2	0
None known	650	580	70	43	27
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
Some drug use, total	32	☐ 33	( 27 )	27	27
Opiates	17	18	10	8	14
Other drugs	15	16	14	18	14
Marijuana	13	12	15	15	14
Dangerous drugs	3	3	2	3	0
None known	68	( 67 )	☐ 73	73	73

<sup>a</sup> Multiple drug users are reported only in the most severe category as officially determined by the Department of Corrections.

☐ Statistically significantly higher than expected at .05 level or less.  
 ( ) Statistically significantly lower than expected at .05 level or less.

CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 68 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by Work History

Prior to imprisonment before entered work furlough, worked six months or longer for one employer	Total	Not in sample	Sample		
			Total	Interviewed	Not interviewed
Number of prisoners					
Total, all prisoners	960	864	96	59	37
Yes	654	592	62	40	22
No	306	272	34	19	15
Percentages					
Total, all prisoners	100%	100%	100%	100%	100%
Yes	68	69	65	68	59
No	32	31	35	32	41

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.

Table 69 Total and Random Sample of State Prisoners Entering the Work Furlough Program in FY 1969-70 by Interview Status and by History of Alcohol Involvement

Alcohol involvement	Total	Not in sample	Sample	
			Interviewed	Not interviewed
Number of prisoners				
Total, all prisoners	960	864	59	37
Yes	479	436	28	15
No	481	428	31	22
Percentages				
Total, all prisoners	100%	100%	100%	100%
Yes	50	50	47	41
No	50	50	53	59

Statistically significantly higher than expected at .05 level or less.

( ) Statistically significantly lower than expected at .05 level or less.



CALIFORNIA DEPARTMENT OF CORRECTIONS

Table 70 Gross Earnings and Their Distribution for a Sample<sup>a</sup> of the 960 State Prisoners Who Entered the Work Furlough Program in FY 1969-70

Dollars amount	Gross earnings		Distribution of earnings							
			Support for dependents		Savings		State and county deductions for "room and board" and Parole Agent supervision		Other—income taxes, transportation, tools, union dues, wardrobe, meals, insurance, etc.	
	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent	Number	Per cent
Totals	74	100%	74	100%	74	100%	74	100%	74	100%
\$ 0	7	9	65	88	19 <sup>b</sup>	26	9	12	8	11
1 - 49	0	-	3	4	12	16	13	18	2	3
50 - 99	4	5	0	0	9	12	18	24	6	8
100 - 199	5	7	1	1	11	15	17	23	12	16
200 - 399	10	14	3	4	14	19	10	14	17	23
400 - 599	7	9	0	-	6	8	3	4	9	12
600 - 799	9	12	1	1	1	1	4	5	10	14
800 - 999	8	11	1	1	2	3	0	0	5	7
1000 - 2807	24	32	0	-	0	-	0	-	5	7
Mean	\$742		\$37		\$156		\$144		\$405	
Median	701		0		103		99		354	

<sup>a</sup> The 74 work furloughees used are a purposive sample selected from a random 10% sample of 96 work furloughees selected from the 960 work furloughees who entered the program in FY 1969-70. The 22 work furloughees in the random sample who were not used were not used because the financial sections of their Departure Report from the Work Furlough Program forms contained obvious errors and omissions.

<sup>b</sup> Eight of the 19 work furloughees appeared, on the basis of the Departure forms, to have left the program in debt. Their indebtedness occurred either through their use of funds they transferred into their work furlough account from their prison account or from their receiving a loan from the Parole Division which they were unable to repay.

7  
10/10/70

**END**