

DEPARTMENT OF CORRECTIONS
FLORIDA
PAROLE AND PROBATION
COMMISSION

MUTUAL
PARTICIPATION
PROGRAM
EVALUATION

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FLORIDA
DEPARTMENT OF CORRECTIONS
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PAROLE AND PROBATION COMMISSION
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MUTUAL PARTICIPATION PROGRAM EVALUATION

JULY, 1978

PREPARED BY:

BUREAU OF PLANNING, RESEARCH AND STATISTICS

INTRODUCTION

The following is a report reflecting the progress made toward successful implementation of the Mutual Participation Program by the Department of Corrections and the Parole and Probation Commission. It is an evaluation of the program, describing the extent that stated goals and administrative standards were met during the period from July, 1976 to February, 1978.

The body of the report presents a general overview of the current status and summarizes recognized achievements of the program to date. Specific sections relate to progress made in satisfying published goals and objectives of the program and meeting administrative standards adopted by both agencies. These standards were developed to insure expedient and efficient processing of contract proposals and provide guidelines for proper enforcement of approved contracts.

The three appendices, A, B and C (presented at the end of the report) provide information regarding the history and procedures of the Mutual Participation Program, and present a detailed comparison of demographic characteristics of the MPP participants with respect to those offenders released on standard parole. Appendix C presents a comparison of the time served by those released under MPP contracts to that

served by those released under standard parole procedures.
This study indicates a significant reduction in costs
related to prison care and custody as a result of the
introduction of MPP.

EVALUATION REPORT

MUTUAL PARTICIPATION PILOT PROGRAM

JULY, 1976 - FEBRUARY, 1978

OVERVIEW:

Under the provisions of the Mutual Participation Program (MPP) Act of 1976, the Department of Corrections and Parole and Probation Commission have been responsible for the implementation of a pilot program that allows qualified inmates to contract for a definite date of release in exchange for accomplishment of specified objectives. The following sections of this progress report present information relative to the achievements, diagnosed problems, and overall progress made during the implementation stages of this program.

A Progress Report, (April 9, 1977) was published that described program activities over a period from July 1, 1976, (effective date of the Act) through March 31, 1977. Since much of the information presented in that report relative to history, functions and organization has not changed, little attention will be focused on such matters in this report. However, a brief updated history and organization narrative are presented in Appendix A (at the end of this report) as information for those not fully familiar with the developmental structure of MPP.

Since the first orientation sessions were held in October, 1976, five-hundred and thirty-one (531) such sessions have been held to introduce the MPP Program to inmates admitted to DC institutions. (This was the total at the end of February, 1978; tables showing

program activities through this date are found on the following pages.) During the same period, over 3,500 proposals were submitted by interested inmates. Of these, over 1,300 have been successfully negotiated, approved by the institutional superintendents, and forwarded to the Parole and Probation Commission. At the end of February, there were 729 inmates successfully participating in the program under contract and working toward satisfying specific institutional and/or post-release objectives. This represents an increase of more than 500 contracts that were put in force over this one-year period in the eight major institutions where the program is now offered.

Studies conducted upon data available at this time supports the general conclusion that MPP is a necessary program that offers positive benefit to the tax-paying public without significant additional risk to society. This conclusion is supported by the following:

- * Restitution requirements have been written into 36% of the contracts that have been approved under the program.
- * In the face of an increasing DC inmate population, MPP has been effective in providing the opportunity for parole to a greater number of offenders than might otherwise have been released under current parole hearing and review procedures.
- * Analysis seems to indicate that the MPP group under contract to date, is only slightly different than the inmates who have been released under normal parole during FY 1976-77 (See Appendix B).
- * Analysis also seems to indicate that the structured program of the MPP Contract does contribute to release of inmates involved in the program somewhat earlier than they might have been released under current parole procedures (See Appendix C).

A more detailed comparison of the characteristics of MPP participants under contract as of March 1, 1978, relative to those released under regular parole procedures during FY 1976-77 is presented in Appendix B at the end of this report. The primary findings of this study are summarized as follows:

- * MPP participants are more likely to be convicted of property offenses (robbery, burglary, etc.) than the more violent offenses (homicide, rape, etc.)
- * MPP participants usually have longer sentences than do normal parolees for similar offenses.
- * MPP participants are slightly younger than normal parolees.
- * MPP participants are more likely to have a marital status of single than normal parolees.
- * MPP participants are slightly better educated than normal parolees.
- * MPP participants are slightly more likely to be black than are normal parolees.
- * There is a greater percentage of females in the MPP Program than in normal parole releases.
- * MPP participants are more likely to be first offenders than normal parolees.
- * MPP participants tend to be less involved with alcohol or narcotics than are normal parolees (based upon self-admitted involvement).
- * MPP participants serve significantly shorter time than normal parolees for specific lengths of sentences in most cases.

PROGRESS IN MEETING OVERALL PROGRAM GOALS AND OBJECTIVES

In the brochure about the program (published by DC and distributed to all inmates at MPP Orientation), there are several stated goals and objectives. The following is an analysis of the progress made by the pilot program to date regarding these objectives:

A. Require Cooperation and Coordination Between DC and FPPC.

Support for the pilot project by the staffs and management of both agencies is enthusiastic, as evidenced by the degree of cooperation displayed in:

- * development implementation of the program's Rules and Administrative Procedures;
- * design, preparation and distribution of data collection instruments;
- * the daily exchange of data and information required to monitor program performance;
- * resolution of routine problems;
- * identification of areas in which program modification is necessary.

This is not to say that the level of cooperation cannot, or will not, be improved with additional program experience gained over time. There have been difficulties encountered in establishing procedures for the efficient and timely capture and transmittal of data between the agencies. These have been identified and will hopefully be resolved in a continuing cooperative effort.

B. Provide The Inmate With An Opportunity To Become Involved In The Decision-Making Process Concerning His Future.

Nearly 2,000 negotiation sessions have been held since the program began and over 1,300 contracts have been successfully negotiated at the institutional level. This exchange is beneficial in establishing an environment wherein inmates understand the expectations of those responsible for their custody and willingly accept responsibility for satisfying those conditions imposed for self-improvement in order to secure their release.

C. Provide The Inmate With Clearly Defined Requirements For Being Paroled.

The contract negotiation process has been quite effective in setting forth legally enforceable work, behavioral and self-improvement objectives that are clearly understood by all parties to the contract. Thus far, over 3,000 proposals have been reviewed by DC Institutional Representatives and FPPC Contract Specialists to determine if these objectives, as presented by the inmate, are realistic and appropriate to serve the interests of all parties involved.

There have been 12 voluntary contract cancellations by inmates; 37 renegotiations made at inmate request; 52 renegotiations as the result of violations, and 88 agreements cancelled by the Parole & Probation Commission since the program began. It may be assumed that the 12 voluntary cancellations involved insufficient understanding on the part of the inmate as to the requirements. Some of the 88 involuntary cancellations may have involved similar misunderstanding. However, the current rate of attrition, at approximately one cancellation for every seven contracts in force (over a period of nearly two years), would indicate that the vast majority of inmates under contract do understand and are attempting to satisfy contract objectives.

D. Provide The Inmate With A Guaranteed Parole Release Date.

Rules and Procedures have been adopted by both agencies and the program has been successful in meeting these objectives to the extent that all of the more than 700 contracts currently in force contain such provisions.

E. Require Institutional Accountability In Providing Specific Programs, and/or Services As Agreed To In The Contract.

The responsibility for monitoring the performance of inmates under contract until they are released from prison, rests with DC institutional classification staff. Performance relative to post-release objectives is the responsibility of the Community Supervision Program field staff. The following table describes the frequency of the inclusion of specific objectives in contracts:

TABLE A

<u>OBJECTIVES</u>	<u>% OF CONTRACT CONTAINING OBJECTIVES</u>
Work Objectives	100%
Clerical Training	10%
Technical Training	27%
Construction, Maintenance	77%
Lower Education	23%
General Education Diploma	27%
Drug Counseling	35%
Participation in Alcoholics Anonymous Program	30%
Social Counseling	43%
Counseling on Parole	43%
Number Receiving Counseling As Per Contract	88%
Number to Receive Work Release	88%
Restitution	36%
Child Support	12%

F. Place The Responsibility Directly On The Inmate For Completing The Contract In A Satisfactory Manner.

Once the contract provisions are established, DC staff provides the inmate with the opportunity for meeting these stated objectives, the work requirement, and enrollment in specific self-help programs (i.e., General Equivalency Diploma, Vocational Education, drug or alcohol counseling, etc.), but the inmate is totally responsible for program participation and satisfactory completion of program requirements.

G. Require The FPPC To Parole The Inmate Who Satisfactorily Meets The Objectives.

The inmate who satisfactorily meets the objectives of the contract is guaranteed to be paroled on the date specified in the contract. The contract is binding upon all parties to this effect.

PROGRESS IN MEETING ADMINISTRATIVE GOALS AND STANDARDS

In addition to these general goals/objectives, several additional program evaluation standards were proposed in the Progress Report (April, 1977). The purpose of these standards was to aid in the administrative management of the program and identify problem areas by monitoring the flow of work through various stages of the MPP Program. A brief narrative and functional flow diagrams describing the MPP Program is presented in Appendix A at the end of the report.

In order to provide the agencies with the data necessary to monitor performance relative to these standards, a data collection instrument known as the "MPP Tracking Sheet" was designed and implemented in July, 1977. A copy of this Tracking Sheet is found on the following page.

Note: As with any new data form, a period of field testing identified some problems related to the use of this form. A problem appeared as a result of failure to initiate the form beginning with the first proposal submitted after the forms were placed in use. This precluded the input of much data needed to monitor progress made by persons already at some state of program participation prior to the introduction of the form itself. This, combined with a few expected errors in data input and problems noted regarding inter-agency processing, has made the planned complete analysis of the program evaluation standards by automated processes impossible at this time. However, some data has been obtained through manual sources that allows the following partial analysis to be presented. Appropriate steps have been taken by both agencies to assure that necessary modifications to the Tracking Sheet and collection, transmittal and processing procedures are made in order to completely address these or other, more appropriate standards in the future.

The following evaluation standards were so designed as to constitute an administrative tool for monitoring the flow of persons through the system and highlighting those areas where administrative "bottlenecks" might occur. Each of these standards has been addressed insofar as information is currently available. Current data indicates that some of these standards were met; some were not satisfied for what may be valid reasons (in such cases, modification of the standard may be appropriate); and, in some were not met for reasons which point to the need for a change in procedure to eliminate unreasonable delays in the MPP process.

Standards relating to Community Supervision (parole) objectives are not addressed for two reasons:

- 1) Too few inmates have been released to date on parole under MPP agreements; this is due to the relative infancy of the program.
- 2) Lack of data due to the problems noted with the Tracking Sheet.

Standard One: 95% of the inmates involved in the orientation process will understand the requirements for participation in the Mutual Participation Program. (90% successful; assuming that no more than two errors out of six questions indicate an acceptable level of understanding).

To evaluate this standard, a brief (six question) test was devised covering information presented in the MPP orientation

sessions. Analysis of the test scores indicates an acceptable level of understanding among inmates oriented to MPP as evidenced by:

- * 82% of the inmates responding missed one question or less indicating at least 83% to 100% retention;
- * 8% answered four of the six questions correctly for a 67% retention; and
- * 10% scored below 67% on the test

Standard Two: 100% of proposals will be reviewed within 30 days of initial submission. (85% successful)

There were 583 cases with sufficient data to determine the time currently required for processing. Of these, 87 failed to meet the timeliness standard for review within 30 days of the proposal submittal. The rate of failure in accomplishing the review in the 30-day period is significantly higher for those proposals that were favorably reviewed than for those that were rejected as a result of initial review. This is logical insofar as those proposals that were obviously unrealistic could be disposed of rather quickly while those that were considered seriously often required greater time for review and/or obtaining additional information pertinent to such matters as background, eligibility, restitution requirements and others.

The inability to satisfy the standard may be related, in part, to the delays in transmittal of proposals between parties responsible for review. Some Contract Parole Specialists are assigned to more than one institution. This creates a problem in certain instances where the distance between institutions makes

weekly visits impractical. If a proposal is submitted to the institution classification staff, and review is completed by DC representatives between visits by the Parole Specialist, some of the 30-day period is lost. Since review is best accomplished at the institution where certain inmate records may be accessed, this delay cannot be eliminated by forwarding the proposal by mail in advance of the scheduled visit.

Assignment of additional Contract Parole Specialists would not be realistic for the smaller institutions, considering the volume of proposals currently being submitted.

Some delays are attributed to practices noted where some program personnel are allowing proposals to accumulate until the number is sufficient to warrant an allocation of time relative to competing demands by other assigned duties. All MPP Institutional Representatives are DC Classification Specialists or Classification Supervisors who have a complete caseload of classification responsibilities in addition to their MPP proposal review, negotiation and contract monitoring functions. In larger institutions, the current volume of MPP related activities would justify the employment of additional full-time DC staff to administer the program.

With no anticipated increase in staff, but assuming improved level of effort to address some of the identified problems, it is appropriate to reduce the standard for future evaluation to 90% completion of review within the 30-day period.

Standard Three: 80% of all proposals submitted for formal negotiation will be favorably approved within 30 days from the date the review is completed. (54% successfully met this standard.)

Of some 200 proposals that were submitted for negotiation (where records were sufficient to determine if the timeliness objectives were being met), in 30 cases, or 15%, the three parties were not able to successfully negotiate a workable contract.

Of the 170 (85% of the total) that were successfully negotiated, 62 (36%) required longer than 30 days beyond review approval to conclude negotiation.

The primary cause for delay in the negotiation process has been attributed to the time required to obtain additional information (i.e., restitution, outstanding warrants or detainers, and/or sentencing data relative to concurrent or consecutive commitments) necessary for final negotiation. This information must be obtained before the proposed contract can be forwarded for approval by either the Superintendent or the Parole and Probation Commission.

Having identified these problems, in light of limited information available, the standard will be maintained as stated and monitored over the coming year. Every effort will be made to achieve this standard during this period before the decision is made to review the standard for modification.

Standard Four: 95% of all successfully negotiated proposals will be approved by the Superintendent within five working days from the date of signing of the proposed contract by the three parties involved in negotiation. (80% were approved within the proposed time-lines.)

It appears, from the data available, that Superintendents have shown no reluctance to accept the results of the negotiation sessions.

At the end of February, only 1 out of 1,336 successfully negotiated contracts had been rejected by DC Superintendents.

The inability to meet the five working day standard seems to be the result of the assignment of Contract Parole Specialists to more than one institution. When a contract is successfully negotiated at an institution by a Program Contract Parole Specialist not assigned to that institution, the final draft contract must be prepared by clerical staff at the Specialists' home office.

After negotiation is completed, the contract form must be typed and signed by the negotiating team members. The Specialist also must complete the preparation of an Interview Sheet that is then transmitted, with the final typed contract, to the appropriate Superintendent. This process generally requires more than five working days depending on the frequency of visits by the Specialist.

Since the Superintendent cannot review and approve the contract until it is presented in final form with the Interview Sheet attached, the use of already over-burdened institution clerical staff to prepare the Interview Sheet would not eliminate the time needed for the Contract Specialist to prepare this Sheet.

Therefore, with improved data collection, analysis will be conducted to determine if the delays are, in fact, related to cases involving personnel assigned to more than one institution. If evidence indicates that the standard is inappropriate for those cases involving more than one institution, the standard will be revised.

Standard Five: 100% of proposed contracts will be acted upon by the Commission within twenty working days from the date of receipt for review. (Review of the appropriate tracking sheets indicate that only 82% met this standard.)

Discussions with Parole and Probation Commission staff concerning the reasons why this objective has not been met points to a procedural problem.

The Commission will not act upon a contract without a co-defendant status report providing information on any offender who was a co-defendant of the inmate involved in the proposed contract. This report presents information on the co-defendant's sentence, date of his last interview, most recent recommendation, any "set-off dates", his current location and incarceration status and any restitution requirements. Until May of this year, the responsibility for identifying co-defendants and assembling the necessary information for this report rested with the Parole and Probation Commission Central Office rather than the field staff. Since that time, this process has been modified to place the responsibility for identifying co-defendants with the Contract Parole Specialist prior to, or during negotiation. Appropriate notation now accompanies the proposed contract, thereby reducing the time spent in identifying co-defendants.

In recognition of the modification recently adopted in administrative procedures and identified problems associated with obtaining missing information in some cases, the requirements for

action within 20 days by the Parole and Probation Commission could be satisfied reasonably in 90% of the cases in the future, rather than the current 82% or the current standard of 100%.

Standard Six: 75% of all successfully negotiated contracts submitted for the first time will be approved by the Parole Commission. (Of 1,168 reported dispositions at the end of February, 1978, 729 or 62% of the proposed contracts were approved by the Parole and Probation Commission).

The standard was based upon the belief that a contract proposal that has been negotiated and reviewed by procedure as rigorously conceived and implemented as those adapted for the MPP Program, should be worthy of approval 75% of the time. Review would indicate that this level of expectation is reasonable and should not be modified at this time.

However, it should be noted that achievement of this objective can only be accomplished through feedback to the program staff by the Commission after sufficient number of cases have been reviewed to determine reasons for rejection. Due to the relative infancy of the Program in Florida, there has been little time for such evaluation and feedback to be effective in reducing the high initial rate of rejection generally associated with a new process of this type.

At the end of February, there were 250 proposed contracts that were denied by the Commission and 176 returned for

renegotiation, while 13 were disposed of by other action such as award of standard parole.

A profile of reasons stated by the Commission for denial of contracts to these persons follows:

Seriousness of offense	52%
Seriousness in combination with other factors	11%
Reason not given	11%
Because of previous parole/probation violations	8%
Pending additional information	6%
Poor incarceration adjustment	4%
Prior record	3%
Poor parole prospect	3%
Recommended for PPWR	2%

As you will have noted from examination of the previous table, the most commonly stated reason for denial of contracts was seriousness of offense, which alone or in combination with other factors comprises a total of 63% of all denials. In explanation of this pattern of denials, the following table presents the distribution of offenses of a representative sample of some 221 persons denied MPP contracts:

Crimes of violence or against the person

Murder, Manslaughter, Kidnapping	18%
Armed Robbery	21%
Unarmed Robbery	3%
Assault, all types	13%
Rape	<u>1%</u>
	56%

Offenses against property

Burglary	14%
Larceny	9%
Worthless Checks	3%
Auto Theft	1%
Receiving Stolen Property	1%
Arson	<u>1%</u>
	29%

Other Offenses

Narcotics possession or sale	7%
Other non-violent or victimless offenses	<u>8%</u>
	15%

In total, about 56% of the denials involved crimes of violence as opposed to less serious, non-violent crimes. Recognizing the need for more detailed information from the Parole Commission regarding specific reasons for rejection of proposed contracts, it would be premature to evaluate program performance under this standard at this time. With improved reporting it is assumed that the rate of denial could be significantly reduced as field staff incorporate this feedback into the negotiating process. Therefore, no modification of this standard is justified at this time.

Standard Seven: 90% of all successfully renegotiated contracts will be approved by the Parole Commission upon resubmission. (93% of these contracts were approved by the Commission.)

Of 152 contracts returned by the Commission to the field for renegotiation from October, 1976, to January, 1978, 112 had been returned to the Commission for reconsideration by the end of February. Of these 104 were approved upon re-review.

Standard Eight: 90% of the inmates whose contracts are approved will satisfactorily complete their institutional objectives. (87.9% had successfully completed institutional objectives as of the end of February.)

Commission records show 88 contract cancellations for the time period 10/76-2/78. For the same period, 729 were granted. Of the contracts terminated by action initiated by the Commission, 73%

were cancelled as a result of contract violations committed by inmates at major institutions; the remaining 27% were cancelled as a result of contract violations occurring while the inmates were residents of Community Correctional Centers.

The following table indicates the nature of the contract violations that resulted in cancellation by the Commission (88 by action initiated by the Commission, 12 by request of the inmate):

<u>Cause</u>	<u>LOCATION</u>	
	<u>Major Institution</u>	<u>CCC</u>
Disciplinary Report	51%	42%
Drugs, Alcohol Intoxication	21%	34%
Voluntary	13%	0%
Escape	0%	17%
Contract Failure*	14%	0%
New Offense	1%	3%
Not Available at Time of Report	0%	3%

*Most involved failures in the area of education or failure to attend counseling.

Standard nine and ten below cannot be addressed at this time due to problems mentioned earlier in this report relative to processing the "MPP Tracking Sheets".

Standard Nine: 80% of those contracts referred for renegotiation as a result of failure to satisfy objectives will be referred to the Parole Commission with new objectives.

Standard Ten: 90% of those contracts referred for renegotiation as a result of major violations will be referred to the Parole Commission with a recommendation for cancellation.

Standard Eleven and Twelve cannot be addressed in this report insofar as Tracking Sheets were not prepared (at the time of publication of this report) for those inmates who were participating in the program at the time that the Tracking Sheets were issued.

Standard Eleven: 80% of those offenders involved in pre-parole work release will successfully complete this phase of the contract and be paroled.

Standard Twelve: 80% of those who do not successfully complete work release objectives will be referred to the Parole Commission with recommendations for cancellation.

Standard thirteen through eighteen below cannot be addressed at this time since these objectives relate to performance after release from major institutions and few participants for whom data has been collected to date had reached this stage of participation. Future evaluation reports will address these performance standards.

Standard Thirteen: 80% will successfully complete community supervision objectives.

Standard Fourteen: 100% of those who fail to successfully complete community supervision objectives will be reported to the Parole Commission and 80% will have an accompanying recommendation that parole should be revoked.

Standard Fifteen: 10% of those who fail to successfully complete community supervision objectives will be referred to the Parole Commission with a recommendation for renegotiation of special conditions of parole.

Standard Sixteen: 10% of those who fail to successfully complete community supervision objectives will be referred to the Parole Commission with recommendations that the offender should continue on parole without modifications to original conditions.

Standard Seventeen: 90% of the contracts that have been renegotiated or that are continued without modification upon review

by the Parole Commission will successfully complete community supervision objectives.

Standard Eighteen: The average length of community supervision for offenders in the Mutual Participation Program shall not exceed 24 months.

SUMMARY AND RECOMMENDATIONS

Based upon the analysis presented above, the implementation of the pilot MPP Program has satisfied all of the general goals and objectives set forth when the program was established by the legislature. The data available relative to the administrative standards would indicate a satisfactory level of effectiveness and efficiency, though problems have been identified and addressed. This is not unexpected in a new program, especially one that involves inter-agency participation with no centralized administrative authority for ultimate resolution of procedural or administrative problems. The degree of cooperation in resolution of identified problems has been commendable.

The economic benefit of the program over the last 18 months, relative to savings realized from reduction in time served in prison by MPP participants over average time served by those released on standard parole, are estimated to be about \$1.3 million. Considering that this savings has been basically accomplished within existing DC and FPPC resources, the program has been cost-effective.

The MPP Program has:

- * Made parole available to some inmates who might not have been released at the same time under existing parole procedures. This has been accomplished without increased risk to the public and has involved self-improvement by these inmates that otherwise might not have been achieved;

- * developed specific inmate performance standards placing the responsibility for satisfactorily meeting contracted objectives with the offender;
- * generally met with approval of the Superintendent of the institutions where the program is now offered insofar as it has a positive impact on institutional behavior;
- * has provided an opportunity for the inmate to become directly involved in the process of making decisions that affect his life; and
- * has offered the opportunity for better understanding of mutually dependant functions and closer cooperation between the staff and management of both DC and the Commission.

From these achievements relative to the savings noted, it is apparent that the pilot program has also been cost-beneficial. Therefore, it is the recommendation of both DC and the Commission that this pilot program be continued as an on-going program.

The success of this pilot effort indicates potential benefits that might be enhanced by future expansion of the Program to other major institutions. However, given the relatively short period of time that the program has been operational and the administrative procedures yet to be tested, recommendations for expansion of the Program and the request for additional resources required for such expansion and improved operational efficiency will not be made at this time.

PROGRAM HISTORY

The Mutual Participation Program became effective as a two year pilot program on July 1, 1976, with the passage by the Legislature of the Mutual Participation Program Act. The purpose and intent of this legislation was to provide a program whereby the terms of institutional confinement, a guaranteed parole date, the terms of parole supervision and release from parole could be negotiated and established by contract, binding among mutually consenting parties including the Department of Corrections, the Parole and Probation Commission, and the offender. In return for the guaranteed commitments identified above, the offender agrees to meet certain objectives set forth in the contract:

- Work requirements
- Participation in institutional programs
- Cooperation with staff
- Establishment of measurable self-improvement objectives

The Mutual Participation Program during its 18 months existence has compared quite favorably with five other states surveyed which are presently experimenting with the Mutual Participation Program concept. The other states surveyed were Michigan, Minnesota, Wisconsin, Maryland and Massachusetts. The leading state surveyed was Michigan which has been operating the program for 60 months and out of a total inmate population of 13,901, there have been 3,370 contracts granted. This compares to Florida's program which has been in existence for 19 months with approximately 19,000 inmates in the system with 729 contracts granted through February, 1978.

The Mutual Participation Program became operational in six major institutions during the month of October, 1976. The six locations were:

Apalachee Correctional Institution
P.O. Box 699
Sneads, Florida 32460

Brevard Correctional Institution
P.O. Box 340
Sharpes, Florida 32959

Hillsborough Correctional Institution
P.O. Box 878
Riverview, Florida 33569

Dade Correctional Institution
P.O. Box 1289
Homestead, Florida 33030

Florida Correctional Institution
P.O. Box 147
Lowell, Florida 32663

Union Correctional Institution
P.O. Box 221
Raiford, Florida 32083

In December of 1976, the Mutual Participation Program was expanded into Indian River Correctional Institution, P.O. Box 2886, Vero Beach, Florida, 32960 and finally in June, 1977, the program was established at DeSoto Correctional Institution, P.O. Box 1072, Arcadia, Florida, 33821. Therefore, the Mutual Participation Program has been fully implemented in eight major institutions during the two year pilot stage of existence. Out of the eight institutions there have been 3,524 mutual participation program proposals submitted by inmates. Of this number there have been 1,842 formal negotiating sessions of which 1,336 proposals have been successfully negotiated and forwarded to the Commission for action.

Through February, 1978, 729 contracts have been approved. The Mutual Participation Program has proven to be of significant importance in relationship to developing responsibility and motivating offenders as well as a savings of approximately 83,000 incarceration man-days. Analysis of time served by program participants indicates this when compared to those offenders released under current parole procedures. This is a cash savings to the state in excess of \$1,250,000. Beside from being a savings to the state, the program has also been important in requiring compensation to victims. Out of the 729 contracts approved, approximately 262 require payment of restitution to victims. This compares quite favorably with the rate of restitution required under standard parole which is 8.1% published in the Commission's Annual Report covering fiscal year 1976-77.

In an effort to adequately evaluate the Mutual Participation Program, performance standards were established by the Mutual Participation Program Progress Report in April, 1977. A program tracking sheet was agreed upon by both agencies. This tracking sheet became operational in October, 1977. Some difficulty was experienced due to a communications breakdown between both agencies and the field staff in exactly how this tracking sheet was to be utilized. Therefore, this new concept of computerized data collection has been slow going. This problem has been realized by both agencies and through a concerted effort the situation has been improved to a point where presently the necessary data is flowing

effectively to the appropriate collection center. The information on hand does indicate that the performance standards were effectively met in some cases and in others they were not. This could be partially due to the fact that the standards were intentionally set high at the beginning of the program and also necessity has effected procedural changes which are addressed in the body of this report.

This report does indicate that the basic philosophy and goals of the Mutual Participation Program have been met in the State of Florida. Inmates have been released earlier through the program and they have participated in meaningful rehabilitation and work programs.

Future expansion of this program will continue to be of significant savings to the State of Florida as well as developing responsibility and accountability in participants.

The following demographic and statistical information covers the program from October, 1976 through February, 1978. The cut off date of February, 1978 was agreed upon by both agencies so that adequate time could be devoted to the preparation of this document.

APPENDICES

APPENDIX A

This Appendix presents a brief history of the implementation of the Mutual Participation Program in Florida.

The second section of this Appendix presents a narrative outline of the MPP process supplemented with a flow diagram of the MPP functions.

THE MPP ADMINISTRATIVE PROCESS

Every new inmate entering an MPP institution receives orientation to the contracting process by a Contract Parole Specialist or Department representative. This orientation normally occurs during the first month of the inmate's residency at the institution and covers both the eligibility requirements and the procedures established for program application and participation.

Should the inmate wish to participate in the program, the inmate must first obtain a standard proposal form. This form is so designed as to enable the inmate to outline the program participation specifications and specific goals that the inmate wishes to have included in any contract. An MPP counselor, usually a member of the correctional staff, is available to provide technical assistance to all persons wishing to submit a proposal.

Once this form is completed, it is forwarded to the Contract Parole Specialist or a member of the institution's Classification staff for initial review and determination of the inmate's eligibility. If eligible, the inmate meets with the Contract Parole Specialist and DC Institutional Representative for the initial contract negotiation session. The purpose of this session is to combine the input of all three parties in the preparation of a contract that will set forth the specific program requirements and actions necessary for the inmate to obtain parole at a specific date guaranteed in the contract.

If all parties are able to reach agreement, the signed contract

is then referred to the institutional superintendent for his review and approval. This approval is the final step prior to the submission of the contract to the Parole and Probation Commission for its consideration.

Once the proposed contract reaches the Commission, it is considered as a parole request, being voted upon by a regular parole panel. At this point, three options are possible:

- * The Commission may approve the contract, in which case it is signed by the chairman and becomes a binding document.
- * The Commission may deny the contract. This denial does not preclude the inmates submission of a new proposal, should he or she so desire. A contract is sometimes denied in favor of granting parole or pre-parole work release with concomittent suggestion that the inmate be granted standard parole or pre-parole work release.
- * The Commission may return the contract for renegotiation. This normally occurs when the voting panel sees some merit in the application but desires to see some alteration in contract terms. Should this occur, the contract reenters the negotiation phase at the institutional level with the inmate able to exercise the option of acceding to the proposal alterations in terms or withdrawing the proposal.

When the final terms have been established to the satisfaction of all three parties and the contract has been approved by the Commission, it becomes legally binding on all parties. Once in effect, the contract may be cancelled at any time by request of the inmate. The Commission may also cancel a contract subsequent to a violation hearing in the event that the contract provisions are not met by the inmate. Such cancellations normally come as a result of disciplinary infractions on the inmate's part, and then only as a result of a formal review process with the contract again coming before a Commission Panel.

Upon successful completion of the institutional objectives of the contract, the inmate will be released on parole and supervised by the Community Supervision Program field staff as would any offender released under standard parole processes. Any violation of the conditions of his parole, whether established by contract or not, would then subject the offender to standard parole violation proceedings.

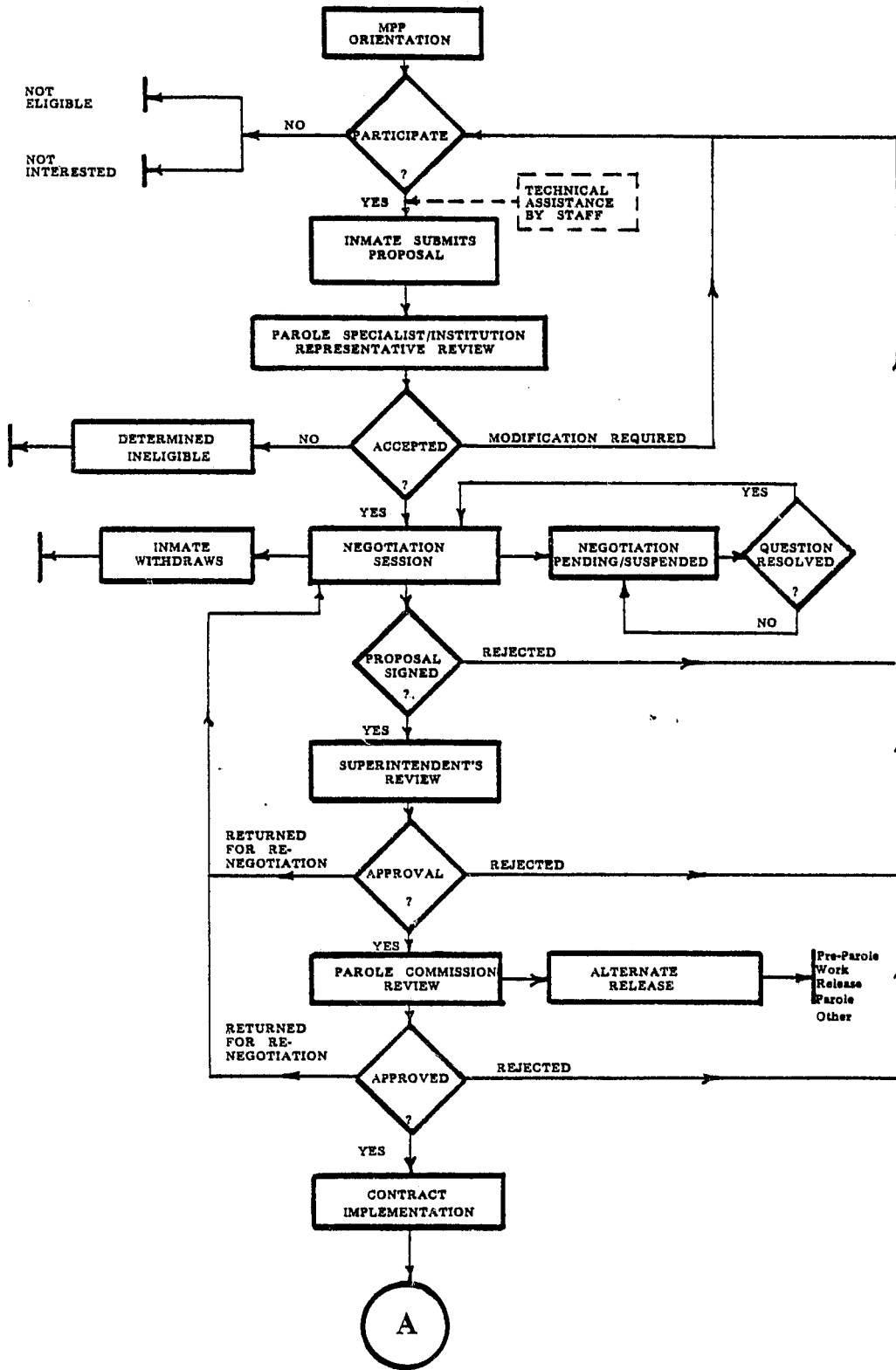
MUTUAL PARTICIPATION PROGRAM PROCESS OUTLINE AND FLOW CHARTS

On the following pages are diagrams showing the major procedural components of the Mutual Participation Program. The primary activities, indicated by rectangular symbols, are organized in sequence from top to bottom, or in the direction indicated by the arrows of procedure flow lines. Decision points in the process, where alternative paths may be possible, are shown by diamond shaped symbols. The wording in the diamond symbol indicates the criteria for determining which procedural path is appropriate.

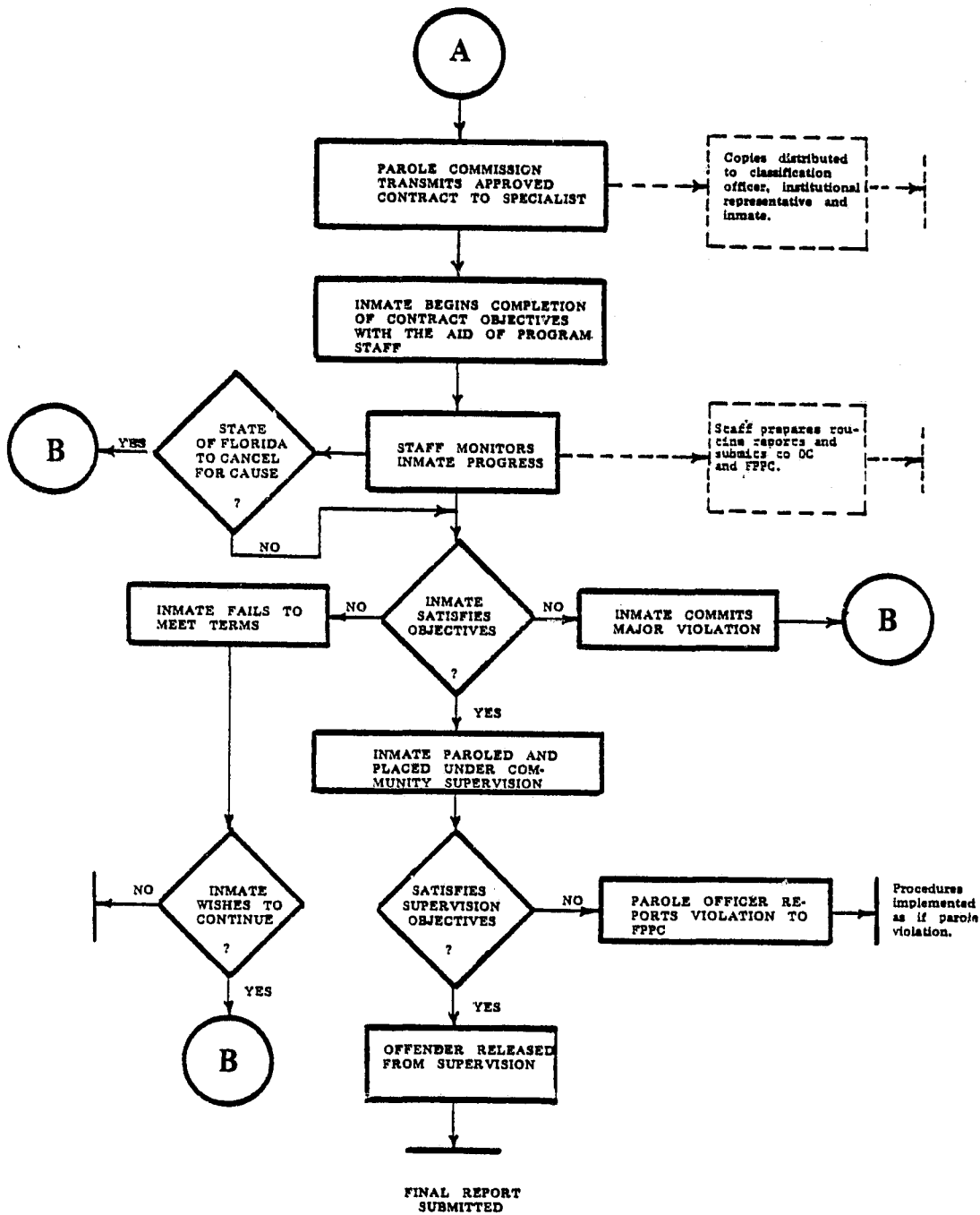
Circles are used to indicate entry points to the procedural components. A symbol (a) at the bottom of the chart means that the next step in sequence begins at the top of the contract implementation flow chart. Terminal or end points are designated by - symbols.

Dashed symbols indicate on-going program management functions or functions that are ancillary to the primary program path.

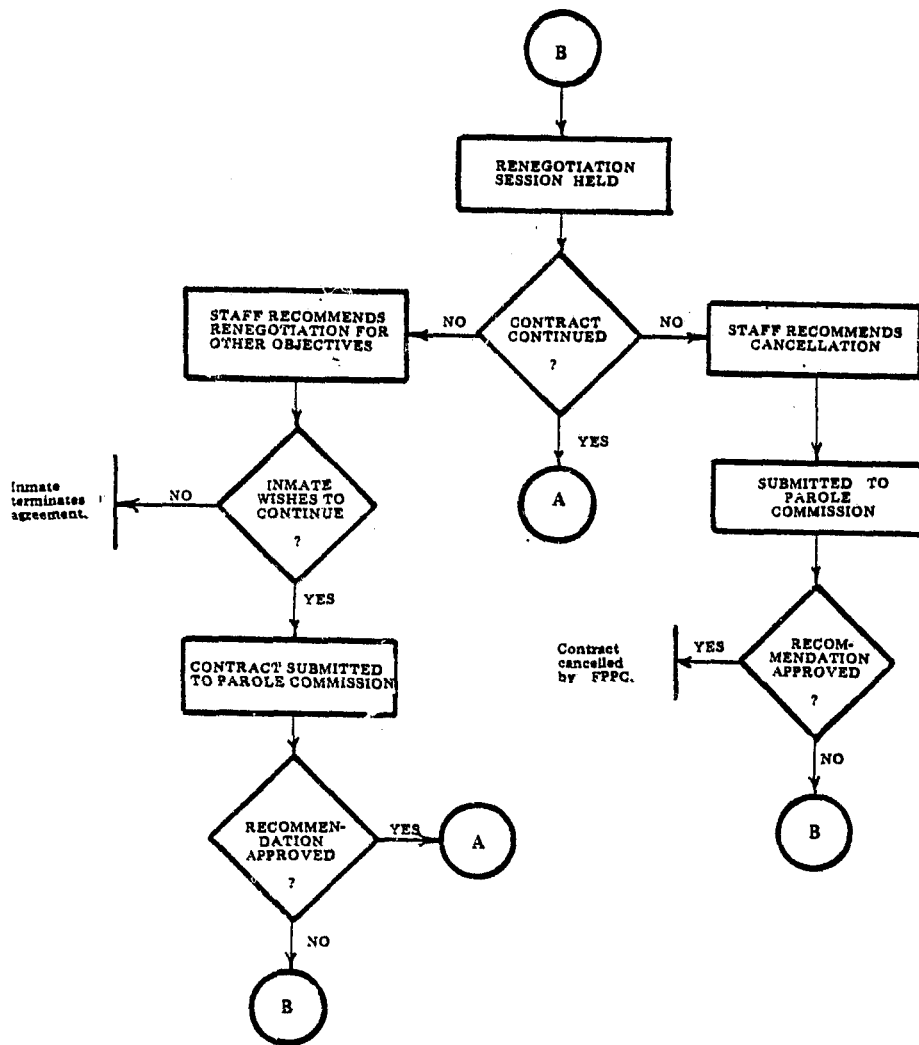
MUTUAL PARTICIPATION PROGRAM
 CONTRACT APPROVAL
 FLOW CHART



MUTUAL PARTICIPATION PROGRAM
 CONTRACT IMPLEMENTATION
 FLOW CHART



MUTUAL PARTICIPATION PROGRAM
 RENEGOTIATION
 FLOW CHART



APPENDIX B

MUTUAL PARTICIPATION PROGRAM

-VS-

NORMAL PAROLE

A COMPARISON OF SELECTED DEMOGRAPHIC VARIABLES

STATE OF FLORIDA
DEPARTMENT OF CORRECTIONS

MUTUAL PARTICIPATION PROGRAM
VS.
STANDARD PAROLE

PURPOSE

This document is presented to provide a limited profile of the MPP participant and to compare that profile with those released through normal parole.

BACKGROUND

Since implementation of the MPP Program in 1976, demographic data on participants in the program has been limited due to the lag time in starting up any new program.

In addition to the desirability of a profile of the MPP participant it is helpful to know if the MPP Program is involving the entire DC inmate population or if it is limited (intentionally or accidentally) to some sub-set of the total DC population.

A third point of information required is related to the time served in prison prior to parole. One of the goals of the Program was to facilitate early release through a structured program of pre-parole activities specified in the contract. To meet the above information needs this paper was developed.

METHODOLOGY

The groups selected for comparison purposes were (a) inmates under contract as of March 1, 1978,¹ and (b) all inmates paroled during fiscal 1976-77. Percentage distributions were developed on demographic variables that were considered possibly related to likelihood of program participation.

In addition an analysis of the time from admission to parole was computed for both groups to determine if the Program affected an earlier release than did normal parole.

FINDINGS

The following ten tables compare selected demographic variables of inmates paroled during fiscal year 1976-77 and those on the Program. The variables compared are as follows:

1. Primary Offense
2. Length of Sentence
3. Current Age
4. Marital Status
5. Education Claimed
6. Race
7. Sex
8. Prior DC Commitments
9. Alcohol/Narcotic Use
10. Time Served Prior to Release

In addition to the above 10 tables, Table 11 compares the amount of time served prior to parole for both groups when controlling for the effects of variation in length of sentence.

¹Due to a data processing time lag, data was available on only 682 of the inmates on the program.

Points of contract between the two groups are noted as follows:

TABLE 1

PERCENTAGE DISTRIBUTION OF
PRIMARY OFFENSE

OFFENSE	NORMAL PAROLE	MPP
Homicide	4.0	1.5
Manslaughter	5.8	2.2
Sexual Battery	2.6	1.0
Aggravated Assault	6.0	1.9
Armed Robbery	13.4	22.0
Unarmed Robbery	5.1	4.0
Burglary	22.5	25.4
Auto Theft	3.2	1.3
Larceny	8.5	11.7
Forgery	5.5	6.2
Narcotics	13.8	11.4
Other	9.6	11.4
Total	100.0	100.0

Primary Offense (Table 1) - Crimes that tend to be rather sensational in nature (such as homicide, sexual battery and aggravated assault) tend to be under-represented in the MPP group while more routine crimes (such as robbery, larceny, burglary) tend to be slightly over-represented.

TABLE 2

PERCENTAGE DISTRIBUTION OF
LENGTH OF SENTENCE

LENGTH OF SENTENCE	NORMAL PAROLE	MPP
Less than 2 years	5.7	.9
2 to 2.9 years	16.0	3.6
3 to 3.9 years	21.6	12.6
4 to 4.9 years	6.0	8.7
5 to 5.9 years	25.7	37.6
6 to 10.9 years	13.9	30.5
11 to 15.9 years	3.8	5.3
16 to 20.9 years	3.0	.6
21 years and over	2.2	0.0
Life	2.1	.2
Total	100.0	100.0

Length of Sentence (Table 2) - The MPP group tends to be of a generally longer sentence group than do normal parolees. Forty-three percent of the Parole group had sentences of less than four years while only 17% of the MPP group are included in the short sentence group.

TABLE 3

PERCENTAGE DISTRIBUTION OF
CURRENT AGE

CURRENT AGE	NORMAL PAROLE	MPP
Less than 21	4.0	22.7
21 through 25	37.6	54.3
26 through 30	25.6	13.1
31 through 40	20.7	7.2
Over 40	12.1	2.7
Total	100.0	100.0

Current Age (Table 3) - MPP participants tend to be considerably younger than the normal parolee. Seventy-six percent of the MPP group were 25 or younger while in the regular parole group this age category included only 41%.

TABLE 4

PERCENTAGE DISTRIBUTION OF
MARITAL STATUS

MARITAL STATUS	NORMAL PAROLE	MPP
Single	50.6	67.9
Married	26.3	17.8
Separated	8.5	6.0
Divorced	11.9	7.7
Other	2.7	.6
Total	100.0	100.0

Marital Status (Table 4) - Considerably more of the MPP group were single (68%) than the regular parolees (50%), however, this is probably due to the younger age of the MPP group (see Table 3).

TABLE 5

PERCENTAGE DISTRIBUTION OF
EDUCATION CLAIMED

EDUCATION CLAIMED	NORMAL PAROLE	MPP
6th or less	8.0	3.1
7th through 10th	48.8	56.1
11th through 12th	39.1	37.1
Over 12th	4.1	3.7
Total	100.0	100.0

Education Claimed (Table 5) - The MPP group appears to be slightly more educated than the normal Parolees. Only 3% of the MPP group claimed less than a 7th grade education while 8% of the normal parolees were in this group.

TABLE 6

PERCENTAGE DISTRIBUTION OF
RACE

RACE	NORMAL PAROLE	MPP
Black	44.2	46.9
White	55.8	53.1
Total	100.0	100.0

Race (Table 6) - Blacks were slightly over-represented in the MPP sample, however, this difference is not statistically significant and may be accounted for by correlation between race, offense and length of sentence.

TABLE 7

PERCENTAGE DISTRIBUTION OF
SEX

SEX	NORMAL PAROLE	MPP
Male	92.8	87.6
Female	7.2	12.4
Total	100.0	100.0

Sex (Table 7) - Females were significantly over-represented in the MPP group. This may be accounted for by the availability of the program to all females while this is not the case for all males.

TABLE 8

PERCENTAGE DISTRIBUTION OF
PRIOR DC COMMITMENTS

PRIOR DC COMMITMENTS	NORMAL PAROLE	MPP
None	87.7	95.1
1	10.0	4.3
2	1.8	.3
3 or More	.5	.3
	100.0	100.0

Prior DC Commitments (Table 8) - First offenders were more prevalent in the MPP group than in the Normal Parole group.

TABLE 9

PERCENTAGE DISTRIBUTION OF
ALCOHOL/NARCOTIC USE

ALCOHOL/NARCOTIC USE	NORMAL PAROLE	MPP
None	26.0	35.5
Light Alcohol	21.6	10.2
Heavy Alcohol	12.5	5.3
Soft Drug	6.2	8.3
Hard Drug	6.3	10.6
Light Alcohol/Soft Drug	16.1	16.2
Light Alcohol/Hard Drug	7.0	6.5
Hard Alcohol/Soft Drug	2.0	2.8
Hard Alcohol/Hard Drug	2.3	4.6
Total	100.0	100.0

Alcohol/Narcotic Use (Table 9) - Significantly more of the MPP group claimed no alcohol or narcotic involvement than did the Normal Parole group.

TABLE 10

PERCENTAGE DISTRIBUTION OF
TIME SERVED BEFORE RELEASE ON PAROLE

TIME SERVED BEFORE RELEASE ON PAROLE	NORMAL PAROLE	MPP
Less than 12 months	22.7	2.9
12 through 23 months	42.2	60.1
24 through 35 months	17.9	26.9
36 through 47 months	5.9	6.7
48 through 59 months	4.1	1.1
60 or more months	7.2	2.3
Total	100.0	100.0

Time Served Prior to Parole (Table 10) - This table demonstrates that the inmate in the MPP group served a significantly longer time prior to parole than did Normal Paroles, however, it is important to point out the influence of differing lengths of sentence (Table 2) on the time served statistic (see Table 11).

TABLE 11

PERCENTAGE DISTRIBUTION OF
TIME SERVED BY LENGTH OF SENTENCE

LENGTH OF SENTENCE	NORMAL PAROLE	MPP
Less than 2 years	6.6 Mos.	7.5
2 through 2.9 years	10.5	13.4
3 through 3.9 years	15.0	14.9
4 through 4.9 years	19.3	18.3
5 through 5.9 years	23.5	19.6
6 through 6.9 years	29.3	22.4
7 through 7.9 years	31.1	27.4
8 through 8.9 years	29.2	23.3
9 through 9.9 years	37.6	27.8
10 through 10.9 years	40.1	32.7
11 through 15.9 years	52.7	42.8
16 through 20.9 years	66.9	69.2
Over 20.9 years	71.0	0.0
Life	98.9	71.0
Total	25.2	23.4

Time Served by Length of Sentence (Table 11) - In light of point # 10 above, Table 11 displays the relative months served prior to parole while controlling the effect of length of sentence. Here we see that for nearly all length of sentence categories less time is served for the MPP group than for the corresponding Normal Parole category.

CONCLUSION

Although most of the variables examined in this report show some difference between the MPP group and the normal parole group, it would seem that over all the two groups are quite similar. This similarity suggests that when and if the program is expanded to all DC institutions the program will be available to all eligibles as defined by law.

In spite of the above similarity, it seems clear that the Program is effective in reducing the length of time inmates are incarcerated. The few categories that show a longer time served for MPP participants may well be due to a tendency to be conservative at the beginning of any new program.

APPENDIX C

TIME SERVED ANALYSIS OF THE
MUTUAL PARTICIPATION PROGRAM

STATE OF FLORIDA
DEPARTMENT OF CORRECTIONS

TIME SERVED ANALYSIS OF THE
MUTUAL PARTICIPATION PROGRAM

TIME SERVED

An analysis of time served by MPP participants as compared to a group of similar offenders released by regular parole reveals that MPP participants and the regular parole group serve approximately the same time if their length of sentence is three years or less. However, if the length of sentence is four years or greater, the MPP participants serve a significantly shorter time than does the control group. (See Chart 1 and Table 1).

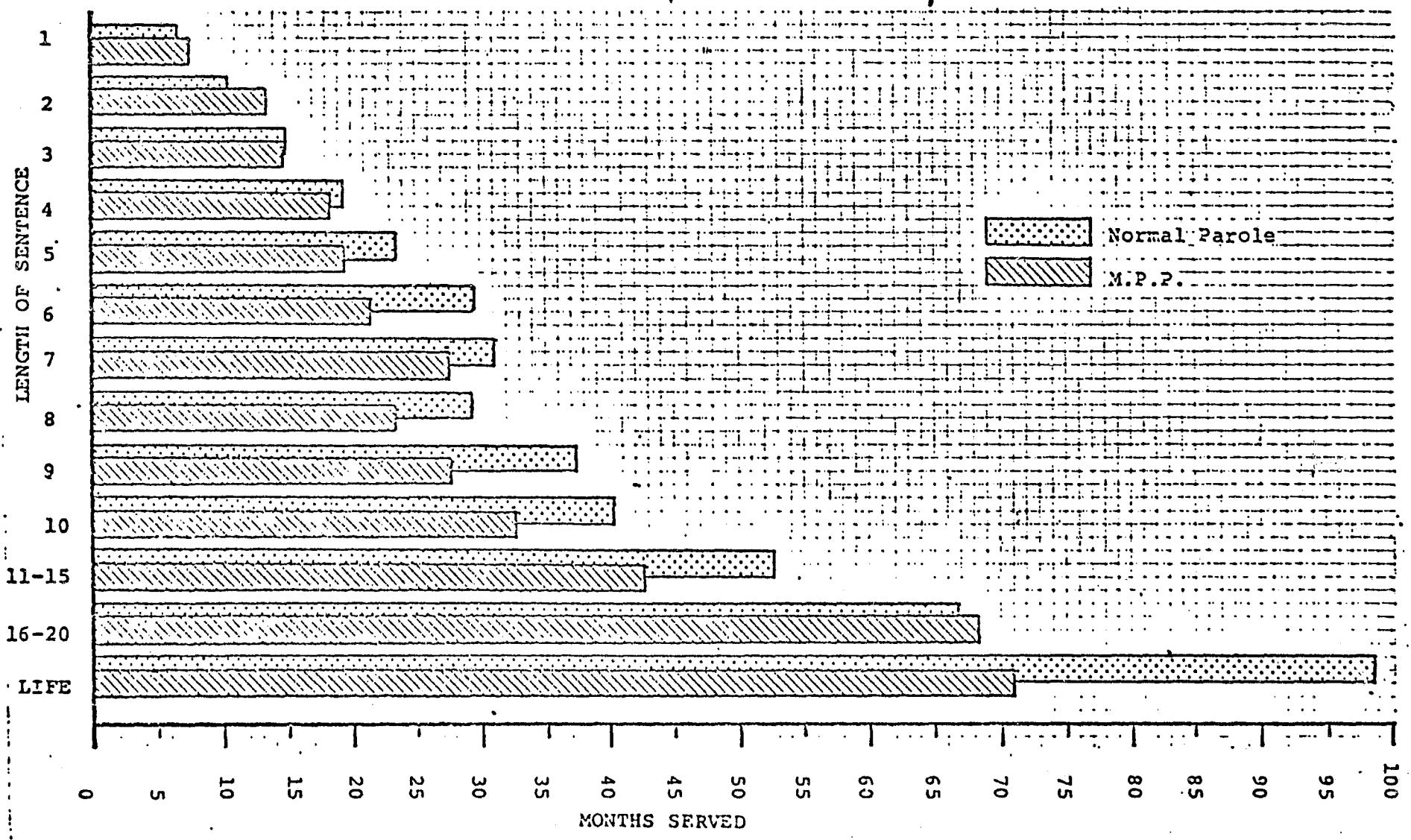
COST ANALYSIS

The 692 MPP participants¹ examined in the analysis will be incarcerated 82,999.65 man days fewer than a similar group, with the same lengths of sentences, released by regular parole. Based on a \$13.17 cost per day for the incarceration of an inmate, this savings in man days translates into a savings of \$1,093,105.39 for the inmates involved in the program.

It might be assumed that the approximately 800 inmates on the program to date will not differ significantly from the 682 participants analyzed in this study. If this assumption is true, the net savings for these inmates in the program to date will amount to approximately \$1,282,235.06.

¹Data available for analysis as of March 1, 1978

COMPARISON OF TIME SERVED
MPP PROGRAM PARTICIPANTS -vs- TOTAL PAROLES
DURING FISCAL 1976 - 1977 BY LENGTH OF SENTENCE



C-2

STATE OF FLORIDA
DEPARTMENT OF CORRECTIONS

COMPARISON OF TIME SERVED
MPP PROGRAM PARTICIPANTS -VS- REGULAR PAROLE*
BY LENGTH OF SENTENCE

	REGULAR PAROLE GROUP		MPP GROUP	
	MEAN	NUMBER	MEAN	NUMBER
1 Year	6.6	151	7.5	2
2 Years	10.4	419	13.4	21
3 Years	15.0	567	14.9	87
4 Years	19.2	158	18.3	60
5 Years	23.5	676	19.6	258
6 Years	29.2	32	22.4	16
7 Years	31.0	59	27.4	57
8 Years	29.2	31	23.3	17
9 Years	37.6	13	27.8	8
10 Years	40.1	229	32.7	114
11 Thru 15 Years	52.6	99	42.8	37
16 Thru 30 Years	66.8	78	69.2	4
Life	98.9	55	71.0	1

*Fiscal 1976-77

END