

RESEARCH AND STATISTICS DIVISION
PUBLICATION No.16

The History and Administration of the N.S.W.
- Work Release Scheme -
1969 - 1977

Publication No. 16 of the Research and Statistics Division,
N.S.W. Department of Corrective Services.

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National Library of Australia card number and ISBN.

ISBN 0 908126 02 6

FOREWORD AND ACKNOWLEDGEMENTS

The following publication is the first of a series of three reports concerning the N.S.W. Work Release scheme since its inception in 1969.

Volume 1 describes the administrative development of the scheme over its first seven years of operation, together with attitudes of staff and inmates to the present scheme.

Volume 2 presents statistical data which describes all inmates placed on the work release programme from July 1969 to June 1976 and develops a typology of successes and failures on the scheme.

Volume 3 provides an analysis of the performance of work releasees on parole, as an initial examination of the effects of work release after the inmate is discharged from custody.

This study could not have been completed without the continuing co-operation of the staff and inmates associated with the work release scheme. Their patient assistance in answering questions and facilitating all stages of research was greatly appreciated.

The contribution of all Research Officers in conducting interviews and checking data is acknowledged with thanks.

The series of reports on the Work Release scheme is the outcome of research carried out over a seven year period by the Research and Statistics Division under the direction of Mrs. M. Dewdney, Senior Research Officer.

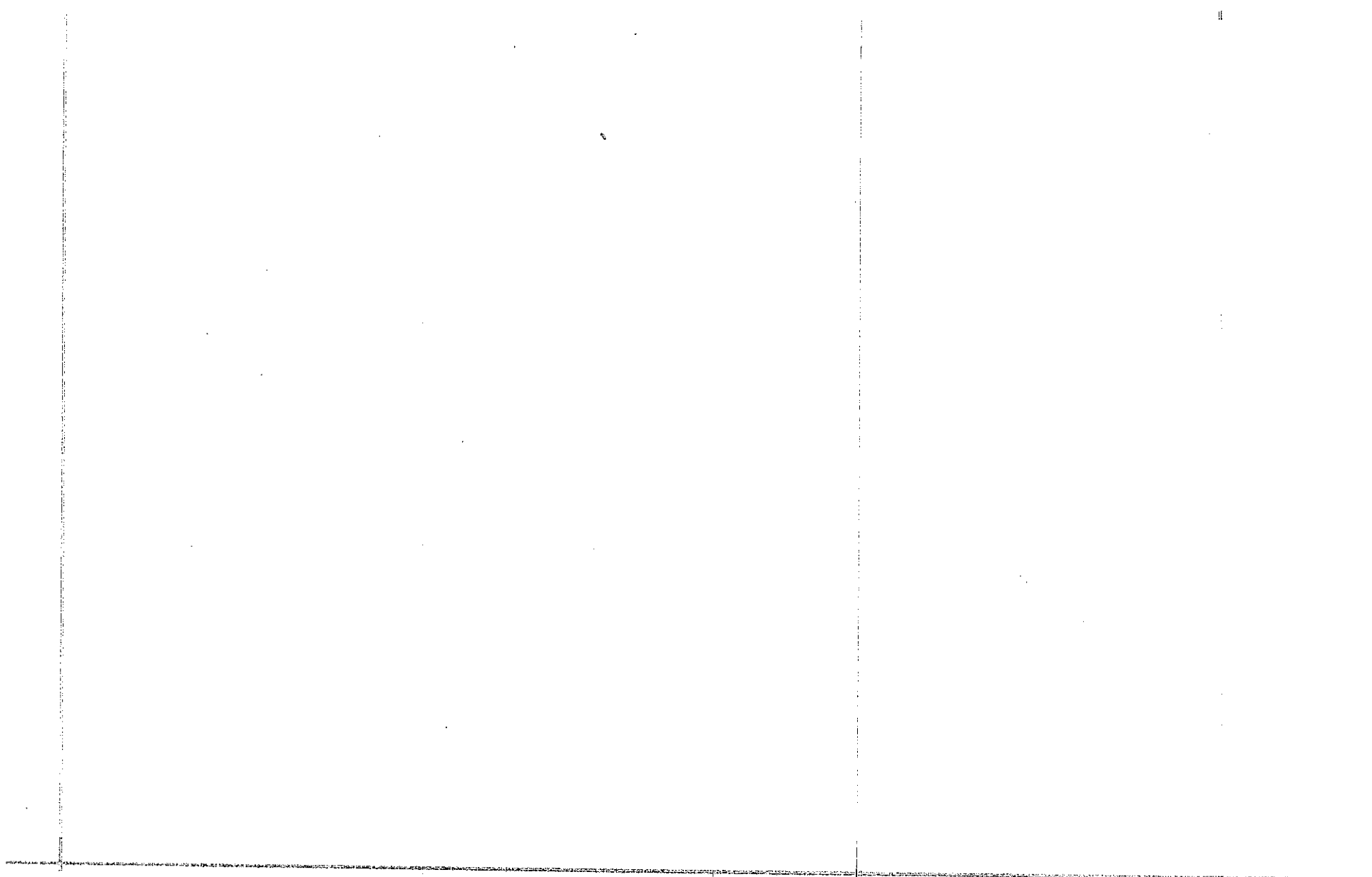
This report was written and prepared for publication by Mrs. M. Miner, Research Officer.

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INTRODUCTION

The nature and history of work release

A good definition of the concept of work release was given by MacDonald who wrote:

"In essence work release can be defined as a judicial or administrative disposition which authorizes a person who has been sentenced to a prison term to be released from confinement during working hours for the purposes of employment or training in the community. Responsibility for supervision rests either with the prison or probation authorities and the privilege of work release is made conditional upon continuing good behaviour while at large in the community."¹

The first work release scheme commenced in Wisconsin, U.S.A., in 1913 under legislation introduced by Senator Huber. The Huber Law authorized a judge giving a sentence of imprisonment to a country gaol to direct release of the offender during the day for employment and to return to the custody of the gaol sheriff at night. No further legislation concerning work release was enacted in the United States until 1956 when Georgia and Virginia passed enabling legislation. By June, 1973 all states excluding Utah and Wyoming had enacted work release legislation, although these two states operate work release programmes without statutory authorization.²

Meanwhile, work release schemes were being developed in Europe, some with legislative and some with administrative bases. In Sweden, work release or "the free labour system" commenced as an administrative experiment for young convicts in 1937:³ it was formally authorized in 1945.⁴

1 MacDonald, J.A. Towards Work Release Legislation in Canada, Canadian J. Corrections 1968, 10, 506.

2 See Swanson M. Work Release : Toward an Understanding of the Legislation, Policy and Operation of Community Based State Corrections, Southern Illinois University, Illinois, 1973 Appendix A Vol. 1 pp 2-3.

The term "legislative basis" refers to those schemes which are authorized and controlled by a specific statute whereas the term "administrative basis" refers to those schemes which operate under broad powers conferred upon correctional administrators only.

3 Wiklund D. Work Release in Sweden, Prison Journal 1964, 44, 35

4 Grupp S.E. Work Release and the Misdemeanant, Federal Probation 1965, 29(2), 7.

In 1947 Scotland followed with work release legislation⁵ while administrative implementation of the scheme began in France in 1948,⁶ some eleven years before formal legislation was passed. During the 1950s work release statutes were enacted in Britain (1953)⁷ and Norway (1958)⁸, and in Denmark prior to 1960 several administrative experiments were made in various types of work release programmes.⁹ While this review is not exhaustive, it is clear that interest in work release as a penal measure has been developing since the late 1930s in both Europe and the United States.

The first Australian work release schemes were developed in Queensland and New South Wales in 1969, shortly followed by the Western Australian programme which commenced in March 1970. It was not until July 1975 that a work release scheme was implemented in Victoria.

The administration of work release programmes

A number of significant features in the operation of work release schemes have been used elsewhere for administrative comparisons.^{10, 11} They provide a convenient set of indices for summarizing a work release programme, and comprise : authorization for work release; inmate eligibility requirements; collection and disbursement of wages; conditions of employment; housing of participants and violation of the work release provisions.

Table 1, Summary of Work Release Schemes in Selected Jurisdictions, provides a means of comparing some work release schemes reported in the literature (refer to pages 4 to 10). A wide variety of administrative policies can be seen.

Authorization: In the United States, work release authorization largely rests with the parole board, whereas in the European jurisdictions surveyed selection is usually made by prison authorities or a special judge (France).

5 *ibid* p7
6 Verin J. Work Release in France, Prison Journal, 1964, 44, 29
7 Grupp S.E. *op cit* p 7
8 Halvorsen J. Work Release in Norway, Prison Journal 1964, 44, 26.
9 Waaben K. Work Release in Denmark Prison Journal 1964, 44, 40-41
10. Swanson *op cit* pp 11-12
11. Root L.S. Work Release Legislation, Federal Probation 1972, 36, 38

Eligibility: Criteria for eligibility are rarely specified in the legislation for U.S. work release programmes. Administratively developed criteria largely focus on length of sentence.

Wages: In most schemes, wages are paid directly to correctional authorities who then arrange disbursements. In the United States the legislation usually lists disbursements in the following order:

- 1) room and board payments
- 2) travel and incidental expenses
- 3) support of dependents
- 4) payments of fines and debts
- 5) savings for release¹²

Employment: The most frequent condition cited in work release legislation is that working conditions and pay must be commensurate with prevailing conditions in the community. Two other conditions common in U.S. work release schemes are that work releasees must not replace civilian labour and they must not be used as strike breakers.

Housing: In most schemes a variety of housing is used for work releasees. There is general agreement that accommodation for work release participants should be separate from secured accommodation for full-time prisoners.

Violation of provisions: In the United States, failure to return to the work release centre as required by the authorities is largely deemed to be an escape from custody.

From these comments, it is obvious that any generalization about work release as a correctional programme should be qualified by specifying the types of schemes to which the observation would apply.

12 ibid p 41

Table 1. Summary of work release schemes in selected jurisdictions

Jurisdiction and Reference	Authorization	Eligibility	Employment conditions
U.S. Federal Bureau (Policy statement 7500. 20A of 4.4.67)	Prisoner Rehabilitation Act 1965. Warden or Superintendent approves work release status on recommendation from Classification Committee	<ol style="list-style-type: none"> 1. Volunteers - prisoners apply 2. Minimum security classification <ul style="list-style-type: none"> - not organized crime types - not violent offenders - placement not likely to result in adverse public reaction 3. Physical health to permit work 4. Demonstrated need for work release opportunities 5. Residence near institution (preferred) 	Bona fide jobs required. Releasee must receive the same remuneration as other workers in that industry. Acceptable work standards must prevail. Releasees must not be employed as strike breakers.
	Wages	Housing of inmates	Violation policies
	Releasee must pay <ul style="list-style-type: none"> - taxes - costs of union membership if necessary for employment - for clothing - transport costs - accommodation charges as levied by work release institution 	Releasees reside in designated quarters ideally outside the security area of a gaol.	Absconding is held to be an escape from custody.

Table 1. cont'd.

Jurisdiction and Reference	Authorization	Eligibility	Employment conditions
Other U.S. States (Swanson, 1973)	Authorizing legislation enacted in 47 states by 1973. Of those states with work release programmes, approval for work release status is given by the Parole Board in 57% of cases and by the sentencing Court in 15% of cases.	Of the states with work release programmes <ul style="list-style-type: none"> - 63% permit work release for any person serving a term of imprisonment - 14% specify a sentence of less than 1 year - 9% exclude lifers - 5% exclude violent offenders - 2% exclude capital offenders 	Of the states with work release programmes <ul style="list-style-type: none"> - 44% specify that hours and rates of pay must be the same as prevailing rates in the community - 37% specify non-displacement of workers
	Wages .	Housing of inmates	Violation policies
	Of the states with work release programmes <ul style="list-style-type: none"> - 57% require that wages be paid directly to correctional personnel - 31% require that wages be paid to the work releasee who must then hand them to institution officials. 	Varies from maximum to minimum security prisons, converted residences, half way houses and community centres. Releasees may be housed separately or mixed with full-time inmates, study release inmates or revoked probationers/parolees.	40 states provide for statutory revocation of work release status for violation of conditions including fail to return or report. In 3 states there are no legislative provisions for revocation.

Table 1. cont'd.

Jurisdiction and Reference	Authorization	Eligibility	Employment conditions
Canada: Saskatchewan Province (MacDonald, 1968)	Corrections Act, 1967 S 32. Allocation to work release is an administrative decision of the corrections branch, not a sentence of the Court.	Every person serving a sentence at a correctional institution is eligible. However, provincial legislation only relates to provincial offenders, i.e. those sentenced to 2 years or less.	Not specified in reference.
	Wages	Housing of inmates	Violation policies
	Employers forward releasees' total earnings to the Superintendent of the correctional institution.	Not specified in reference.	Not specified in reference.

Table 1. cont'd.

Jurisdiction and Reference	Authorization	Eligibility	Employment conditions
Norway (Halvorsen, 1964)	Prison Commission Act, 1958 S17 plus Regulations of 12 Dec. 1961. Approval for work release status is given by the governor of the institution.	All inmates serving sentences or other deprivation of liberty are eligible for consideration. Under the regulations, an inmate is considered if <ul style="list-style-type: none"> - work release would benefit the inmate - his conduct is satisfactory - he is worthy of trust - he has served a fairly substantial part of his sentence. 	If the releasee is a qualified worker, wages must be fixed at the current wage rates in the trade concerned.
	Wages	Housing of inmates	Violation policies
	The employer deducts taxes, compulsory health insurance payments etc. and the net wages are paid to the institution. Charges are made for accommodation. Savings are mandatory.	Releasees are isolated from full time inmates within the institution.	Not specified in reference.

Table 1. cont'd.

Jurisdiction and Reference	Authorization	Eligibility	Employment conditions
Denmark (Waaben, 1964)	There is no statutory basis for work release. Approval for work release is given by the prison authorities.	There is no broad policy for selection of releasees since work release is limited to several small institutions.	Normal wages must be paid to releasees in employment.
	Wages	Housing of inmates	Violation policies
	Not specified in reference.	It was held that releasees should be housed in a separate building from other prisoners.	Not specified in reference.

Table 1. cont'd.

Jurisdiction and Reference	Authorization	Eligibility	Employment conditions
Sweden (Wiklund, 1964 Grupp, 1965)	Legislation for work release passed in 1947. Approval for work release is given by the prison authorities.	Usually work releasees have a sentence of 6 months or over, and spend the last 1-3 months of their sentence on work release.	The prevailing wages of the open market must be paid to releasees.
	Wages	Housing of inmates	Violation policies
	All wages are paid to institutional personnel. Accommodation charges are made. The releasees are given small amounts to cover incidental expenses.	In Stockholm, a private dwelling was purchased for use as a pre-release hostel for 8-10 inmates. Elsewhere, special sections outside the gaol walls are used for releasees.	Releasees are returned to a closed institution if their behaviour is unsatisfactory.

Table 1. cont'd.

Jurisdiction and Reference	Authorization	Eligibility	Employment conditions
France (Verin, 1964)	Administrative authorization was given in 1948. This was confirmed in the 1959 Code of Criminal Procedure. The work release candidates are selected by the Judge of Sentence. Application on the advice of the head of the institution and the classification committee.	The following are considered for work release: - persons sentenced to one year or less - long termers with relegated sentences - long termers with less than one year to serve before release.	Not specified in reference.
	Wages	Housing of inmates	Violation policies
	The releasee receives his salary from the Director of Prisons. Funds are retained for personal items, meals and transport. The releasee may be directed to assume financial responsibility for his family.	Releasees must be isolated from the general prison population.	Not specified in reference.

Table 2.

Jurisdiction	Authorization	Eligibility	Employment conditions
N.S.W.	N.S.W. Prisons (Amendment) Act 1966, S29(1). The Chairman of the Work Release Selection Committee (correctional administrator) approves work release placement.	Inmates with 6-12 months to serve before expiry of their minimum term. Favourable social/personal indications.	Not specified in relevant section of Act.
	Wages	Housing of inmates	Violation policies
	Inmates collect wages and hand them intact to institutional personnel. Reductions for board, payments to dependents, fines or compensation, savings. Inmate is given allowance for fares and incidentals.	In a centre catering for work release, pre-work release and other selected prisoners in variable security.	No legislative provision. Inmates may be removed for escaping or breaching house rules.

Utilization of work release

While the proportion of offenders participating in work release programmes varies considerably between jurisdictions, in most cases the use of work release as a correctional measure is very limited. According to Swanson,¹³ in two thirds of the American states less than 5% of inmates were participating in the work release programmes during 1973 and in nine states out of ten less than 10% of inmates comprised work releasees. The highest usage rate was found for Vermont where 27% of the state's felon population (44 inmates) were assigned to work release programmes.

Similarly, in European work release schemes it appears that the proportion of offenders participating in the programmes is extremely low. For example, in Sweden 17 offenders participated in work release during 1963 out of 5,800 inmates in custody and 17,000 under community supervision,¹⁴ while in France out of 29,000 prisoners, 1,170 or less than 4% of offenders participated in work release during 1962.¹⁵ In N.S.W. as at 31st March 1977, 85 prisoners were participating in work release, comprising 2.7% of sentenced male prisoners in custody on that date.

Evaluation of work release schemes

Two types of evaluative reports may be found in the literature: reports on the administration of work release schemes and reports analysing the effects of work release in terms of inmate attitudes or behaviour.

(a) Administrative evaluation

The most comprehensive evaluation of work release programmes in the United States was reported by Swanson following a two-year nation-wide study for the Manpower Administration, U.S. Department of Labor, 1971-72. Five major points were made in concluding the evaluation:¹⁶

13 op cit Appendix B Vol. 1 pp 3-6

14 Wiklund op cit p 37

15 Verin op cit p 32

16 op cit pp 41-48

1. Indiscriminate assignment of inmates to work release has a negative impact on programme evaluation.
2. High levels of resident autonomy and high levels of authoritarianism are both related to poor inmate attitudes. A graded programme where the new inmate would initially experience high levels of structure with subsequent progression to the freedom of the "normal" citizen was recommended.
3. The policy of housing work releasees with the general inmate population creates severe administrative problems, and contraband in particular. It was held that work releasees should be housed in separate, small institutions wherever possible.
4. Most positive inmate attitudes appeared to be related to programmes where prison vocational training was followed by relevant employment on work release.
5. Where recreational facilities were not available to work releasees in the community, it was recommended that work release centres provide adequately for leisure activities as part of training to use time constructively.

Similar observations and recommendations were made by a special Task Force reporting on the first year of operation of the U.S. Federal Work Release Scheme, although the writers did not hold that separate quarters for work releasees were necessarily desirable.¹⁷

(b) Changes in inmate behaviour

Two well-controlled research studies provide some preliminary data on the effectiveness of particular work release schemes in changing inmate attitudes and behaviour. The first study was conducted in Florida in 1973, by Waldo, Chiricos and Dobrin, who concluded that work release participants do not have significantly better attitudes than non participants at the conclusion of their prison term.¹⁸ The attitudes that were studied comprised perception of legitimate opportunity; achievement motivation; expectations that future difficulties with the law can be avoided; self-esteem and a shift from "lower class" to "middle class" orientations. Their findings bring into question the claim that the work release experience tends to have a resocializing effect on inmate attitudes.

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17. Task Force on Work Release, Special Project on Work Release, October 25, 1966, p.4.
 18. Waldo G.P., Chiricos T.G. & Dobrin L.E. Community Contact and Inmate Attitudes, Criminology, 11 (3) Nov. 1973, 345-381.

The second study, conducted by Rudoff and Esselstyn, examined the impact of a work release programme on inmates at Elmwood Rehabilitation Centre, California, during 1968-1970.¹⁹ In comparing work release and non-work release inmates, the following findings emerged:

- 1) Over the period of work release changes in self image were more marked and more negative for work releasees.
- 2) Work releasees tended to view themselves as non-criminals compared with other inmates, and thus less accepting of the custody at Elmwood.
- 3) On all major measures of recidivism, the post release performance of work releasees was far better than that of other inmates.
(Note: this finding held with carefully matched offenders in both groups to eliminate selection bias).

Thus, the study supported the hypothesis arising from the Florida study that work release has a negative effect on inmate attitudes while indicating that work release may have a positive effect on post-release criminal behaviour.

19 Rudoff A & Esselstyn T.C. Evaluating Work Furlough : A Follow up, Federal Probation, June 1973
37(2) 48-53.

AIM AND SCOPE OF STUDY

This report is the first of a series of three work release reports which have been prepared in an attempt to answer some of the major questions arising in the literature as they apply to the N.S.W. work release programme. The questions comprise:

1. Selection

Which types of offenders perform best on the work release programme? How can selection policies be formulated so that an increasing proportion of offenders may be able to participate in the scheme, without resulting in indiscriminate assignment of inmates to work release?

2. Programme

What are the administrative and social features of small, separate work release institutions compared with large complexes housing other offenders? How may different policies affect the levels of freedom and structure within the institution? What are the effects of different levels of freedom or structure upon inmates and staff?

3. Outcome

Does work release have a resocializing effect on participants? If not, which aspects of the scheme contribute to non-criminal behaviour on release?

All three reports will be directed towards these issues from the administrative and statistical perspectives.

The purpose of this first report is to describe the development of the N.S.W. work release scheme over the first seven years of its operation and to prepare administrative typologies of the scheme at identifiable stages of its operation. In addition, it is proposed to evaluate the different "administrative models" which have arisen historically, by means of staff and inmate attitudes to the scheme.

METHODOLOGY

This administrative report covers the period from the inception of the scheme in July 1969 to March 1977. Within the seven years of the scheme's operation, three distinct phases may be distinguished.

- 1) 1969-1973 : establishment and early growth stage
- 2) 1974-1976 : expansion and consolidation stage
- 3) 1977 : the present scheme

For each phase of operation, descriptive data were obtained from departmental records, correspondence and interviews with key personnel involved with the scheme. The specific variables studied represent an extension of the legislative features examined by Swanson and Root (see page 2 above) to a more detailed appraisal of the operational features of a correctional programme. They comprise, in addition to authorizing legislation, the following : objectives of the scheme, staff roles, staff selection, staff morale, staff amenities, staff organization, inmate selection, pre-work release programme, inmate employment, daily routine, inmate facilities, inmate privileges, local rules and procedures relating to breaches.

In many cases, departmental records provided little centralized information and, in common with many management operations, minor policy changes were not recorded permanently or centrally. Staff interviews, although raising problems of bias, faulty memory etc., provided valuable material which could be checked against recorded data. These interviews were conducted with a selection of past and present work release staff, including co-ordinators (senior administrators), superintendents, hostel officers, social workers, employment officers and selection personnel and took place over the period from January to March 1977.

Interviews with a specially selected sample of work releasees were conducted for the purposes of another research study over the period from 1974 to 1976, and provide additional reflections upon the expansion and consolidation stage of the programme. Interviews of all inmates on work release on a particular day in April 1977 were conducted by research staff to provide a comparison with staff attitudes and inmate attitudes obtained during the expansion-consolidation stage. The major difficulty in using inmate attitude data is the possibility that respondents will carefully edit their replies according to the perceived status and function of the questioner, their assessment of interview confidentiality, the perceived risks to their parole and the general level of acceptance of research within the institution.

Assessments of inmate behaviour on work release and following release were made statistically according to the rates of programme removals and subsequent recidivism. Data from these sources will be presented in subsequent reports in this series, and used to extend the administrative analysis made in this report.

FINDINGSA. Descriptive data from departmental records1. Establishment of the scheme : July 1969a) Legislative basis

Enabling legislation is contained in the New South Wales Prisons (Amendment) Act 1966, Section 29 (1) :

"any prisoner may, by order of the Minister, be taken temporarily from any prison to any place in the State or be permitted to be absent temporarily from any prison for any purpose in aid of the administration of justice, or for the purpose of -

- (a) attending the funeral or obsequies of any near relative;
- (b) visiting a near relative suffering serious illness or disability;
- (c) applying for work or interviewing an employer or prospective employer;
- (d) attending a place of education or training in connection with any course of education or training;
- (e) engaging in employment specified in the order or for any other purpose which the Minister deems to be justified."

b) Objectives of the scheme

The initial objectives of work release were conceptualized in several ways: as a bridge between imprisonment and free society, as a means of mitigating the harshness of prison life and as a definite programme of rehabilitation utilizing the control processes of the larger society.

Specific advantages of the scheme were perceived as:

- (1) increased continuity of employment
- (2) maintenance of family ties
- (3) some financial responsibility taken by the offender for himself and his family
- (4) decreased costs of prison administration
- (5) savings in social assistance

It was held that these advantages are best realized when men on work release are placed in jobs carefully suited to their abilities and interests, when provision is made for home visits, when the offender contributes towards his board at the institution and sends money to his dependents thereby defraying some of the costs of prison administration, of social services to his family and contributing to revenue in the form of income tax.

c) Inception of the scheme

The N.S.W. work release programme commenced in July 1969 when three prisoners were received into a newly established centre located at Silverwater. All three work releasees were married with dependents. The centre, later designated Silverwater House, lies on a 50 acre site within an industrial area and is 19 km west of central Sydney. It was originally expected that Silverwater House would accommodate 30 work releasees in single room accommodation.

The staff allocation for the scheme comprised two officers, an Administrator at Chief Prison Officer rank and a Housekeeper of Prison Officer (female) rank.*

* Refer to Appendix 7 for listing of officer ranks.

2. The early growth stage : 1969-1973*

(a) Personnel

Over the first two years of operation the scheme expanded gradually and steadily from a population of 3 work releasees and 2 staff members to 24 inmates and 5 staff. However the subsequent two years saw rapid expansion, with the work releasee population almost doubling annually to a total of 80 in June 1973 and staff strength reaching 13. Accommodation was extended by renovations to Silverwater House and the utilization of other houses on the complex, each housing twenty to thirty inmates.

The increase in staff strength represented not only additional hostel officer positions but the consolidation of management and support staff positions. Within the first two years a co-ordinator had been appointed at senior management level, directly responsible to the Commissioner of Corrective Services, and a social worker as professional support staff. By June 1973 a full range of administrative, clerical, social work, selection and seconded employment staff assisted the hostel officers in the running of the complex.

(b) Selection and pre-work release

Initially only first offenders whose crimes were non-violent were placed on the scheme. Personal qualities of stability and trustworthiness were required of candidates and participation in the scheme was restricted to the last 6-8 months of the prison term.

Gradually, through discussion of individual cases at Selection Committee meetings, some major policy issues were reviewed and resolved. The underlying conflict in most issues was whether to restrict the scheme to optimum risk candidates, and thus limit expansion opportunities or whether to include some less promising candidates and thus use the programme's facilities and opportunities to their maximum. As selection policies developed it became evident that gradual widening of criteria allowed for steady programme expansion, but the utilization of work release for only 3% of sentenced prisoners ensured careful screening.

* See appendix 1 for a detailed table comparing developments of the work release programme during the three stages discussed below.

The first inmates on the scheme had no formally designed programme preparatory to work release. However in 1972-1973, three rural centres were established as pre-work release units, where small groups of inmates could interact with each other and staff in meaningful projects for several months.* These centres provided a transition experience from maximum security to the measured freedom of work release and allowed for observation and assessment of potential work release candidates. Late in 1973 Project Survival, an adventure training scheme for younger prisoners, was established as a further pre-work release programme.²⁰

(c) The work release programme

From the inception of the work release scheme, clear policies concerning employment of inmates, collection and disbursement of wages and administration of finances were laid down. Employment was to be secured at locations within reasonable travelling distance from the centre, at prevailing rates of pay and industrial conditions. Originally job placements were arranged by social workers, but by mid 1973 officers of the Commonwealth Employment Service were assuming almost full responsibility for employment. The releasee was required to collect his wages and hand them intact to hostel staff. Deductions were made for board and lodging, maintenance of dependents and payment of fines or compensation where applicable, a fixed amount was returned to the releasee for fares and incidental expenses and the remainder was placed in a savings account to be received on discharge. Prior to the scheme's commencement, detailed procedures for conducting and recording all financial transactions were laid down : at first these records were kept by the administrator, but subsequently by clerical staff.

The broad features of daily life at the work release centre were established early in the scheme's operation. Failure to report to or return from authorized employment was considered to be an escape, and prohibitions were placed on the following : absence from the centre without permission, gambling, introduction of drugs or alcohol to the centre, unauthorized visits away from the centre and entering into contractual agreements (e.g. hire purchase). Inmates were required to report in and out of the centre

*See Appendix 1 page 2 for details.

²⁰ See "The First Year of Project Survival", N.S.W. Department of Corrective Services, 1974 for details of this scheme.

through a Movements Book. However extensive community involvement was encouraged through provision of weekend leave every month, to be earned by participation in community service projects, organization of sporting teams which played on district fields or using public facilities, encouragement of evening education by correspondence or attendance at local technical colleges and provision of leave to enable inmates to attend local church services or district meetings of Alcoholics Anonymous. Facilities for recreational activities and hobbies were also made available at the centre.

3. The expansion and consolidation stage : 1974 - 1976

This period is characterized by a rapid growth in staff, in inmates accommodated at the complex and the development of a centralized, highly structured pre-work release programme. These changes resulted in a consolidated management structure which appears to reflect the institutionalization of the scheme.

(a) Personnel

The number of inmates on work release varied between 80 and 100 during this period, and the work release population at the end of June, 1976 was identical in size to the June 1973 population. However the total number of inmates dealt with at the complex more than doubled from 205 in 1973 to 563 in 1976. This increase resulted directly from the incorporation of a pre-work release programme into the complex.

As a corollary, total staffing at the centre expanded from 13 positions in 1973 to 50 positions in 1976, with major increases occurring in hostel officer and social worker positions. The functional organization of staffing remained similar to the earlier period, with immediate responsibility for the daily running of the centre vested in the administrator and responsibility for general liaison, policy implementation and supervision of professional staff vested in the co-ordinator. The latter initiated some decentralization of control through a "Management Committee" of officers.

(b) Selection and pre-work release

The selection policies that were evolving in the earlier period continued to develop in similar directions during this stage.

In October 1974 Irwin House, a separate psychogeriatric centre accommodating approximately 100 prisoners at the Silverwater complex, was incorporated into the work release programme as a work release unit for 50 inmates, a pre-work release unit for 24 inmates and a unit for 24 house staff (domestic and maintenance workers). With this accommodation base a pre-work release programme co-ordinated by social work staff was established at Silverwater.

Three aspects of the programme were developed:

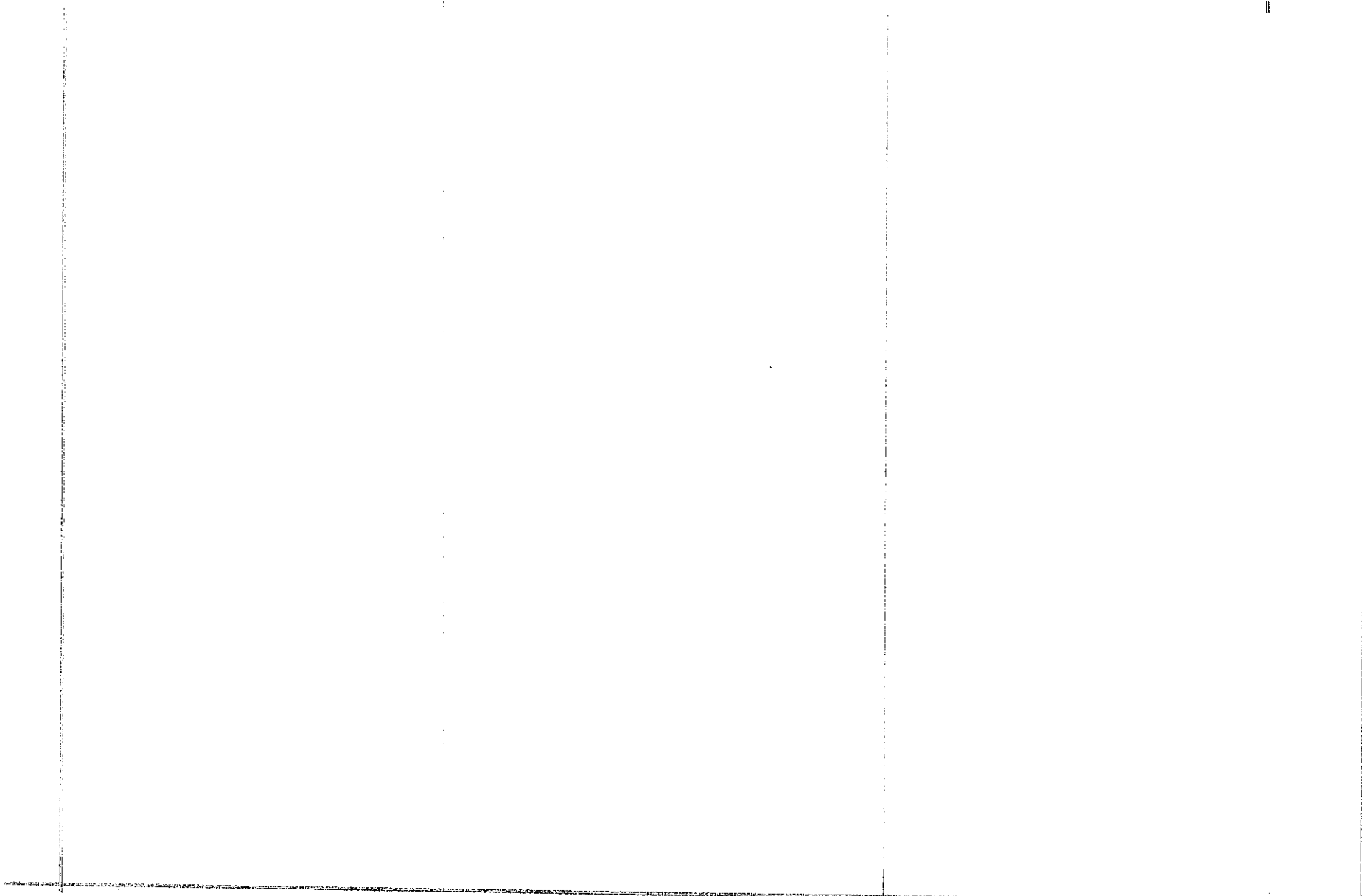
- 1) training in social functioning through discussion groups, audio-visual materials and talks by members of community agencies
- 2) work training and assessment, particularly through the Silverwater Light Engineering Facility (S.L.E.F.) established on the complex
- 3) vocational guidance and employment assessment.

Gradually the pre-work release industrial training programme at Silverwater expanded until by late 1975 the complex was catering for a maximum of 100 work release inmates and 120 pre-work release inmates, the latter comprising industrial workers at the light engineering facility or Parramatta linen service and maintenance-domestic workers.

It was found that problems of control arose when the work release and pre-work release prisoners were allowed to mix freely, largely because of differing privileges and entitlements of the two groups. A further problem was that programme security had previously rested upon detailed observation of the work releasee's behaviour and emotional state, but with the increased numbers being supervised at the complex such intensive monitoring could not be maintained. Organizationally, it was becoming difficult to maintain a sufficient turnover of work release inmates so that most pre-work release candidates could be placed on the scheme before their prison term expired.

As a consequence of these problems, a policy was established in March 1976 that promoted clear distinctions between three groups of prisoners located at the complex. Separate accommodation areas were provided for:

1. Pre-parole linen service (P.L.S.) workers who were not to be considered for work release and who were granted separate privileges (up to 60 inmates).
2. Work release inmates with existing privileges (up to 100 inmates).
3. Pre-work release prisoners, including house staff and S.L.E.F. workers (up to 70 inmates).



(c) The work release programme

Little change occurred in employment or financial arrangements for work releasees during this period. Officers of the Commonwealth Employment Service continued to make initial job placements, but social workers assisted in finding alternative employment if a change was necessary. Board and lodging charges were stabilized at a rate calculated at 15% of the average male weekly earnings for N.S.W. as published quarterly by the Australian Bureau of Statistics.

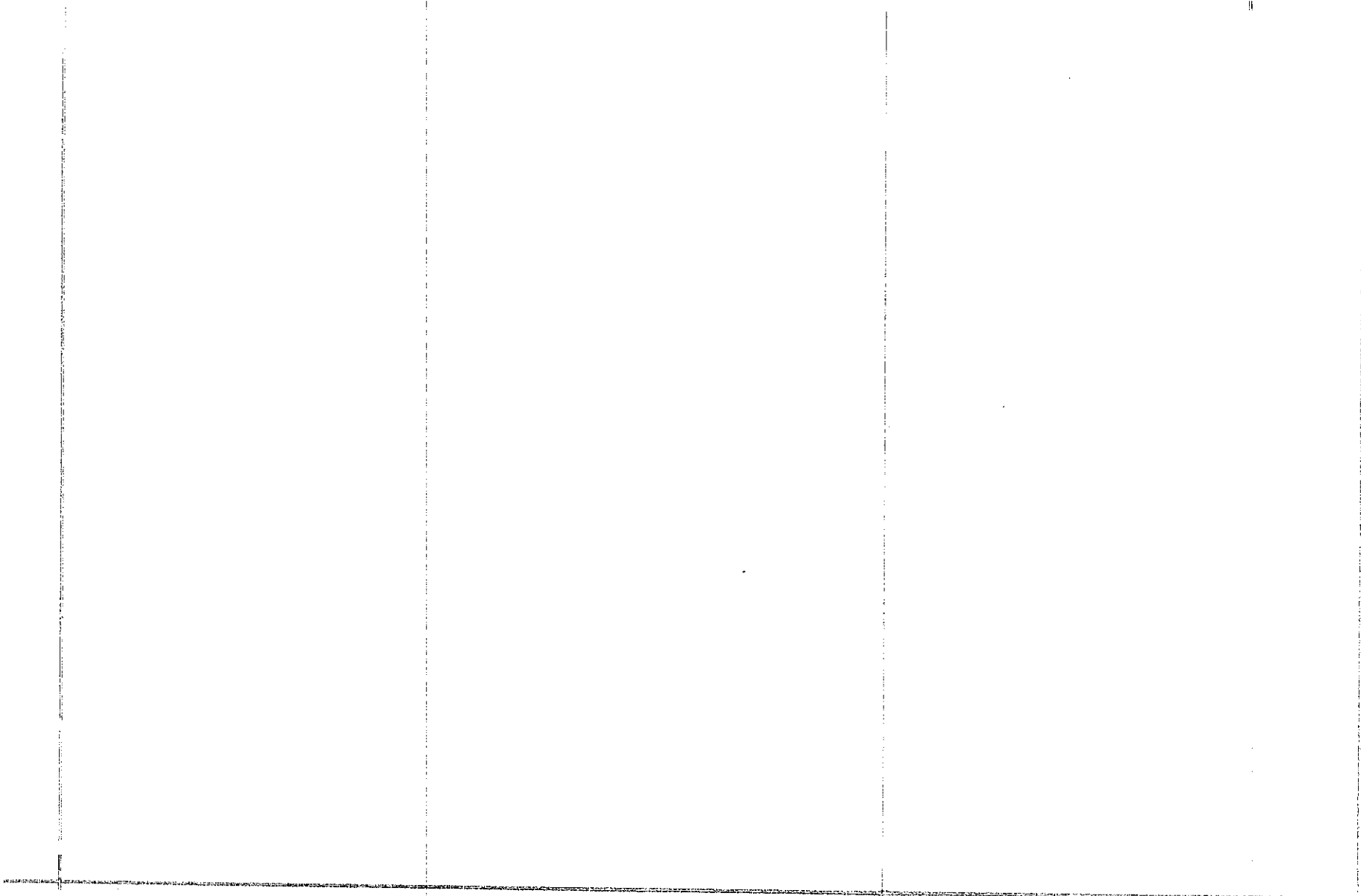
Noticeable changes in the daily life at the centre may be summarized as an easing of some restrictions until mid-1975 when a gradual process of extending controls commenced. Privileges added during the early months of this stage include the installation of coin operated phones for inmate use, the easing of restrictions placed on spending money earned by releasees and granting of permission for releasees to use their own radio, television, stereo and tape recording equipment at the centre. However in late 1975 a Bundy clock was installed to monitor the movements of releasees, and all movements were directed through the main gate to the complex (previously a side gate was used by releasees).

These changes appear consistent with the emphasis on individual counselling and social functioning in the early Silverwater pre-work release programme, and the concern with adequate supervision and control as the numbers of inmates accommodated at the centre increased markedly.

4. The present scheme : 1977

(a) Personnel

At the end of March, 1977 there were 85 men on the work release programme, and a total of 208 inmates accommodated at the centre. The complex was staffed by 37 prison officers, with clerical and stores staff, professional staff, selection and administrative personnel providing ancillary services. The position of co-ordinator, work release, is no longer filled : responsibility for the daily running of the scheme and policy implementation is vested in the superintendent.



(b) Selection and pre-work release

Current selection criteria are based on policy guidelines produced in November, 1976. The focal question for selection is given as "Will this man at this point of time be able to benefit himself and the community without abusing the privileges granted to him?" In essence it is a cost-benefit approach using individual and community factors. The guidelines reflect a broader selection policy than in previous years, with a wider period of work release placement considered, omission of specific personality factors as requirements and the presentation of social factors as "preferable" or "helpful" aspects rather than strict criteria. The ideal candidate is suggested as a stable family man with dependents, a release date within the next six to twelve months, having experienced a period of maximum security imprisonment and likely to continue the job he obtains while on work release.

The pre-work release stage comprises a period spent at Silverwater for observation while employed on the complex at domestic, maintenance or light engineering work. There is no formal social education programme, but social workers are available for counselling support.

(c) The work release programme

Placement in employment continues to be the responsibility of the Commonwealth Employment Officer, while financial arrangements remain as for previous years. Inmate restrictions and privileges have not changed significantly. One recent change in the weekend programme is that now church services are held at the old Church of St. Augustine within the complex grounds by chaplains from Long Bay on Saturday and Sunday afternoons. Friends and relatives are permitted to attend the services with inmates. This feature of the work release programme represents the current emphasis on family involvement under the direction of work release staff rather than extensive, unsupervised involvement of inmates in community groups.

B. Attitudes of work releasees to the scheme

1. The respondents

Sixty-nine work releasees were interviewed in April 1977, out of a total of seventy-eight men who were participating in the scheme on the day of the interviews. This represents a response rate of 88.5%. The nine inmates whose attitudes to the scheme were not recorded comprise two men who declined to answer any questions and seven men who were working such long hours (usually because of overtime) that it was impossible to interview them.

The respondents were accommodated in two distinct locations within the complex : thirty at Silverwater House where all but a few inmates have single rooms, and thirty-nine at Irwin House where most inmates share rooms with up to four men per room.

Half of the respondents had spent less than three months on the scheme, while another third had spent between three and six months on work release. Silverwater House residents were similar to Irwin House respondents with respect to length of time on work release.*

However respondents from the two houses differed significantly in the type of job held whilst on work release. Silverwater House residents tended to be employed more frequently in the higher status jobs, with over one quarter working in professional-technical, administrative-clerical or sales positions and less than half in trades, production or labouring work. In contrast, almost four-fifths of the Irwin House respondents were employed in labouring or factory jobs.**

Differences in attitudes between the residents from the two houses could be expected to arise from at least two sources : differences in accommodation, including comfort, privacy and identification with a small unit, and differences in employment, including status, job satisfaction, pay and orientation towards middle class value systems.

* See Appendix 2 Table 1

** See Appendix 2 Table 2.

Although the respondents had been asked to supply descriptive data on only two variables, period on work release and job, it was considered important to examine other areas where respondents from the two houses might have differed. From record data it was possible to identify the ages and offences of the populations of work releasees at each house on the day of the study.

The Silverwater House population was significantly older than the Irwin House population, with average ages of 32 years and 26 years respectively. One third of the Silverwater House work releasees were 35 years of age or more, compared with only 4% of Irwin House work releasees.*

The offence patterns of the two populations also differed significantly. Silverwater House work releasees were over-represented amongst homicide, assault and fraud offenders, whereas Irwin House work releasees were over-represented amongst robbery, property and drug offenders.**

From this additional record data, it can be seen that Silverwater House respondents differ from Irwin House respondents in further ways which would possibly affect their attitudes to the scheme. The Silverwater House inmate is likely to be an older, non-recidivist type offender with a measure of status accorded to him by his job and private accommodation. In contrast the Irwin House work releasee is more likely to be a young property/robbery offender with a greater risk of recidivism, lower job status and lower standard of accommodation at the centre.

2. Interview content and analysis

The work releasees were not asked to give their names, but for comparative purposes they were asked to specify the type of job they held and the date they commenced work under the scheme. Subsequent open-ended questions covered attitudes to their job and job conditions, attitudes to facilities, rules and procedures at the complex and the perceived problems and benefits of work release. A final section comprised a series of statements with which the inmates were asked to agree or disagree, and designed to measure the social atmosphere of the complex.²¹

* See Appendix 2 Table 3

** See Appendix 2 Table 4

²¹ Derived, with modifications, from Lambert L.H. and Madden P.G. The Vanier Centre for Women, Research Report No. 1, An Examination of the Social Milieu, Ministry of Correctional Services, Ontario, 1974.

Responses to the open questions were tabulated according to location of respondents (Silverwater or Irwin House) and period of time on work release (under 3 months, 3 months and over). Differences between the subgroups were tested by the chi-square statistic.

Responses to the social atmosphere statements were analyzed in two ways, in each case according to location of respondents only. Firstly, the percentage of respondents answering each item positively was calculated in order to identify areas about which the inmates felt most strongly, and secondly scores were computed for each respondent on staff, inmate and programme sub-scales, together with a total score reflecting overall positive or negative perceptions of the centre. The t-test was used to measure differences between respondents located in the two houses.

In addition, the responses of the total 69 work releasees to the social atmosphere statements were compared with those of 142 work-releasees who completed the scale over the period 1974-76. The t-test statistic was used to measure differences between the mean scores of the two groups.

3. Inmate attitudes*

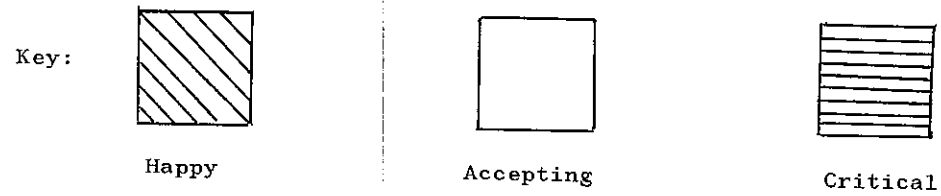
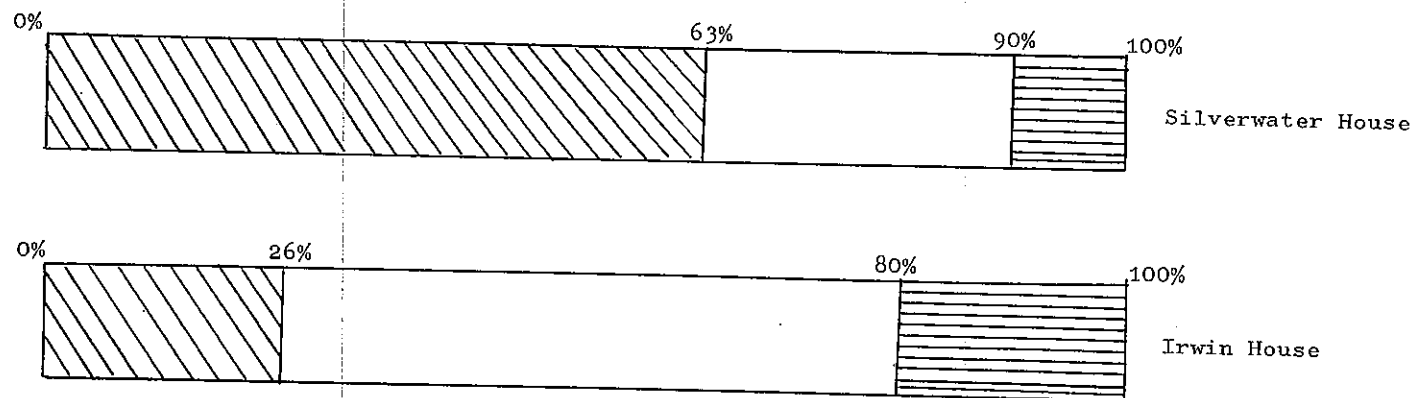
a) Employment aspects

Job

For work releasees in general, 42% were happy with their jobs, 42% accepted their jobs and 15% disliked their jobs. The "happy" group stated that they found the work challenging, varied, enjoyable, with future prospects or the type of work they normally preferred to do. The "accepting" group commented that their job was O.K. or that it was just to fill in time on work release. Those who disliked their work complained that it was hard, boring, not their normal work or over-pressured.

* See Appendix 3 for detailed tables related to this section.

The Silverwater House inmates were considerably more positive in their attitude to work than the Irwin House inmates as the following diagram indicates:



Pay

Almost one-quarter of the work releasees declined to give any opinion of their pay. Of those who did comment, 25% were happy with their pay, half thought it was O.K. ("average, the award wage, sufficient") and 26% were dissatisfied. Criticisms of the latter group were that the wages were not good enough, less than what they would earn if they were free to negotiate wages or that the amount would be inadequate on release.

Note: where Silverwater House inmates did not differ significantly from Irwin House inmates in their attitudes to a particular aspect of work release, remarks will be restricted to the responses of the total sample.

Job placement

One third of the work releasees claimed that they found their own job (either through personal knowledge, advertisements or returning to a previous position) or that their job was arranged through a friend. Of those who commented on the efforts of the Employment Officer to secure jobs for work releasees, three quarters described his role as good or very good.

b) Regulations and facilities at the work release centre

Bundy system

Two-thirds of the work releasees accepted the bundy system for recording their movements in and out of the centre as necessary or problem-free. Another 15% of respondents praised the system as a means of preventing unauthorized leave from the centre or unfounded accusations of crime. However 13% found the system unnecessary, annoying or too limited for the demands of their jobs.

Transport

Almost 30% of respondents criticized transport arrangements, largely complaining of the lack of public transport to the centre (particularly for shift workers) and the expense of taking taxis to the nearest railway station. Less than 20% praised the transport arrangements (including those with access to a company car) and another 42% accepted the transport arrangements and facilities with little comment.

Sports

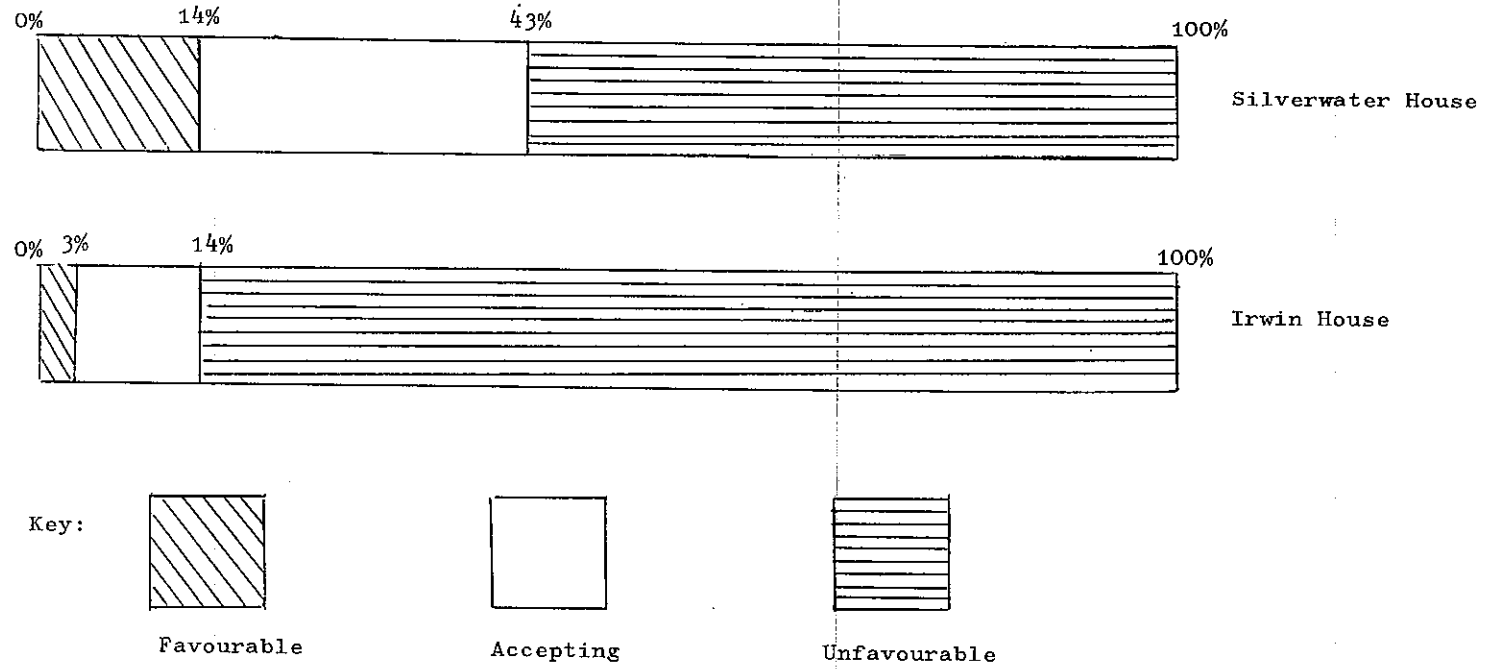
Two-thirds of the work releasees criticized the facilities for sport at the centre. Most complaints related to lack of space or equipment, but some respondents mentioned the lack of organized teams and the apparent lack of interest in sport shown by the inmates. Of the remainder, 16% felt that provisions for sport were adequate and 13% felt that they were good or very good.

Hobbies

Again, over two-thirds of the work releasees criticized arrangements for hobbies or private study at the centre. Most frequent complaints related to lack of space, lack of equipment and the need for specialized workshop and recreation areas. Another 17% commented that facilities for hobbies were satisfactory, but many of these did not wish to take up hobbies or studies. Only 7% praised the recreational facilities.

It is of interest that the Silverwater House respondents were significantly more favourable in their attitudes than Irwin house respondents. Over one-eighth of the Silverwater House residents mentioned that they appreciated the space and privacy in their rooms for hobbies or study.

The attitudes of residents from both houses to facilities for hobbies are illustrated in the diagram below.

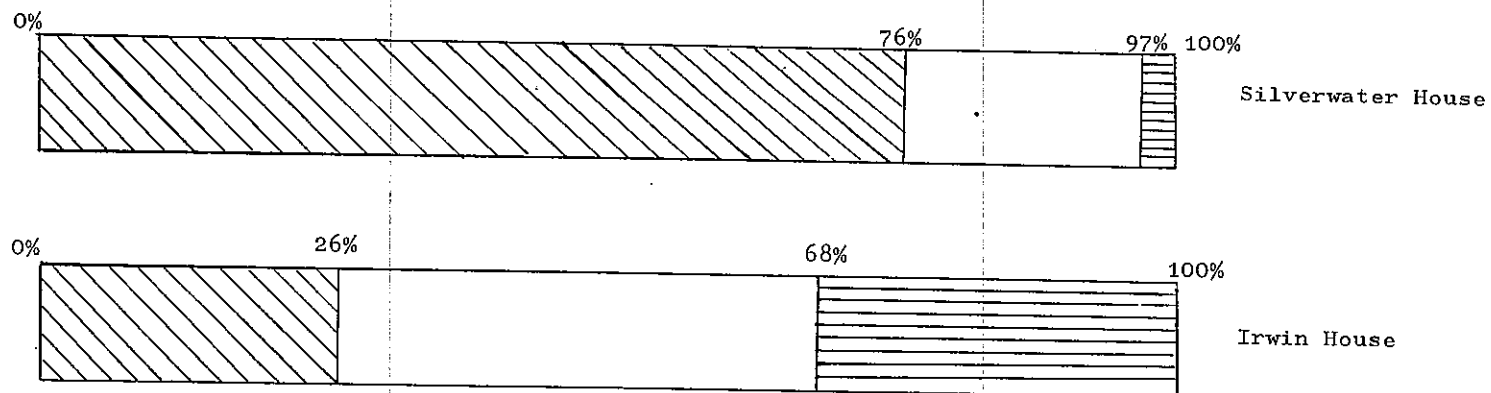


Accommodation

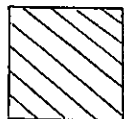
Almost half of the work releasees praised the accommodation, and another one third described it as "O.K." or "fair". The major complaints of the remaining 19% of respondents were that the rooms were overcrowded and that it was difficult for men with different working hours to share the same room.

Whereas almost three-quarters of the Silverwater House residents praised their (private) rooms, only one quarter of the Irwin House residents commented favourably on their (shared) rooms.

The attitudes of residents from both houses to accommodation provisions are illustrated in the diagram below:



Key:



Favourable



Accepting



Unfavourable

Visiting

Over half the work releasees praised or accepted the visiting arrangements, while 42% were critical. The most frequent complaints concerned the lack of wet weather facilities for visits and the brief duration of visits (2 hours).

Community work

One third of the work releasees praised the weekend community work scheme as being enjoyable, helping others and a means of getting away from the centre. Another 40% of respondents described the scheme as O.K. or a way of obtaining weekend leave. One fifth were critical, commenting most frequently that community work should not be compulsory and that it leaves no time for recreation at weekends.

Leave credit system

The work releasees were evenly divided between favourable, accepting and critical attitudes. The most frequent criticisms were that it should not be compulsory to earn weekend leave by community work or work at the centre because the men were already employed productively in the community during the week and that the organization of the scheme was poor.

Size of centre

Almost 40% of work releasees felt they could not specify an ideal size for a work release centre. Of those who did comment, 58% advocated a complex of one hundred inmates or more, 19% favoured a centre of 50-100 inmates and one quarter favoured smaller units of less than 50 inmates.

Those who preferred a large complex frequently commented that as many prisoners as possible should be placed on work release and that work releasees should be separated from pre-work release inmates. Those who favoured smaller units stated that small centres would allow easier access to jobs, greater personal involvement in the scheme, better knowledge and control of inmates by staff or greater efficiency.

c) Disbursement of wages

Board and accommodation

Almost half the respondents commented favourably on the charges for board and accommodation, stating that they were very fair and the meals were good. Another quarter of the work releasees accepted the charges as "O.K." or "understandable". The 22% of residents who were critical of board charges made a number of comments : that it was too expensive in relation to the quality of food and accommodation, that charges should be based on the number of meals eaten at the centre and that work releasees should not pay board because they were already paying taxes.

There was a slight tendency for those who had been on the programme for less than three months to view board payments more favourably than longer term work releasees, but this trend was not statistically significant.

Payments to dependents

One third of the respondents stated that they had no dependents or made no payments. One eighth of the work releasees commented unfavourably, with most in this group saying that payments to dependents should not be compulsory. Approximately half the men were favourably disposed towards these payments or accepted them, making such comments as "glad to pay" and "the reason we are here". Again there was a slight tendency for the men who had spent less than three months on the scheme to view these payments more favourably than the long termers, but the difference between the two groups was not statistically significant.

Fares and incidentals

Three quarters of the work releasees stated that the amounts allowed for fares and incidentals were sufficient. Those who were critical felt that the allowance was insufficient, particularly when it was necessary to pay taxi fares to or from work.

Other expenses

Over two thirds of the work releasees felt that the provision for other expenses such as clothing was adequate and there was no problem in obtaining necessary earnings for this purpose. However 28% of the respondents criticized the provisions for other expenses as being insufficient or poorly organized (the most frequent comments being that staff discretion allowed for discrimination between work releasees and there were delays in obtaining money).

d) Overall evaluation

Benefits of work release

Almost ninety percent of the work releasees mentioned one or more benefits of the scheme. Most frequently, respondents mentioned financial benefits (55%), resocialization effects through relating to people and gradually returning to the community (23%), employment benefits through job continuity and learning to keep a job (13%) and support of their families (10%).

Problems of work release

Almost half of the work releasees stated that they experienced no problems on work release. The problems mentioned most frequently by the remaining work releasees related to rules and regulations (17%), and in particular the requirement to return on time, and restrictions resulting from other irresponsible inmates at the complex; social problems in adjusting to the community and the family at weekends (9%); employment problems such as lack of choice and difficulty in finding the right job (7%) and personal problems related to the work releasee's state of semi-freedom (7%). Facilities at the centre were mentioned as problems by only 3% of respondents.

4. Social atmosphere scores(1) Comparison between Silverwater House and Irwin House residents, 1977*a) Total scale

The total social atmosphere scores for Silverwater House respondents were significantly higher than the total scores for Irwin House respondents, as indicated in the table below (maximum score 40)

	Silverwater House	Irwin House	Total respondents
Average social atmosphere score	26.13	20.44	22.91

$$t = 2.9291 \quad df = 67 \quad p < .01$$

This finding indicates that the Silverwater house residents expressed a more favourable attitude to the work release scheme than their counterparts in Irwin house.

* See Appendix 4 for detailed tables relating to this section.

b) Staff scale

Silverwater House respondents were significantly more favourable to staff in their replies to forced-choice statements than Irwin House residents. Out of a maximum score of 8, the two groups scored, on average as below.

	Silverwater House	Irwin House	Total respondents
Average staff rating score	5.07	3.23	4.03

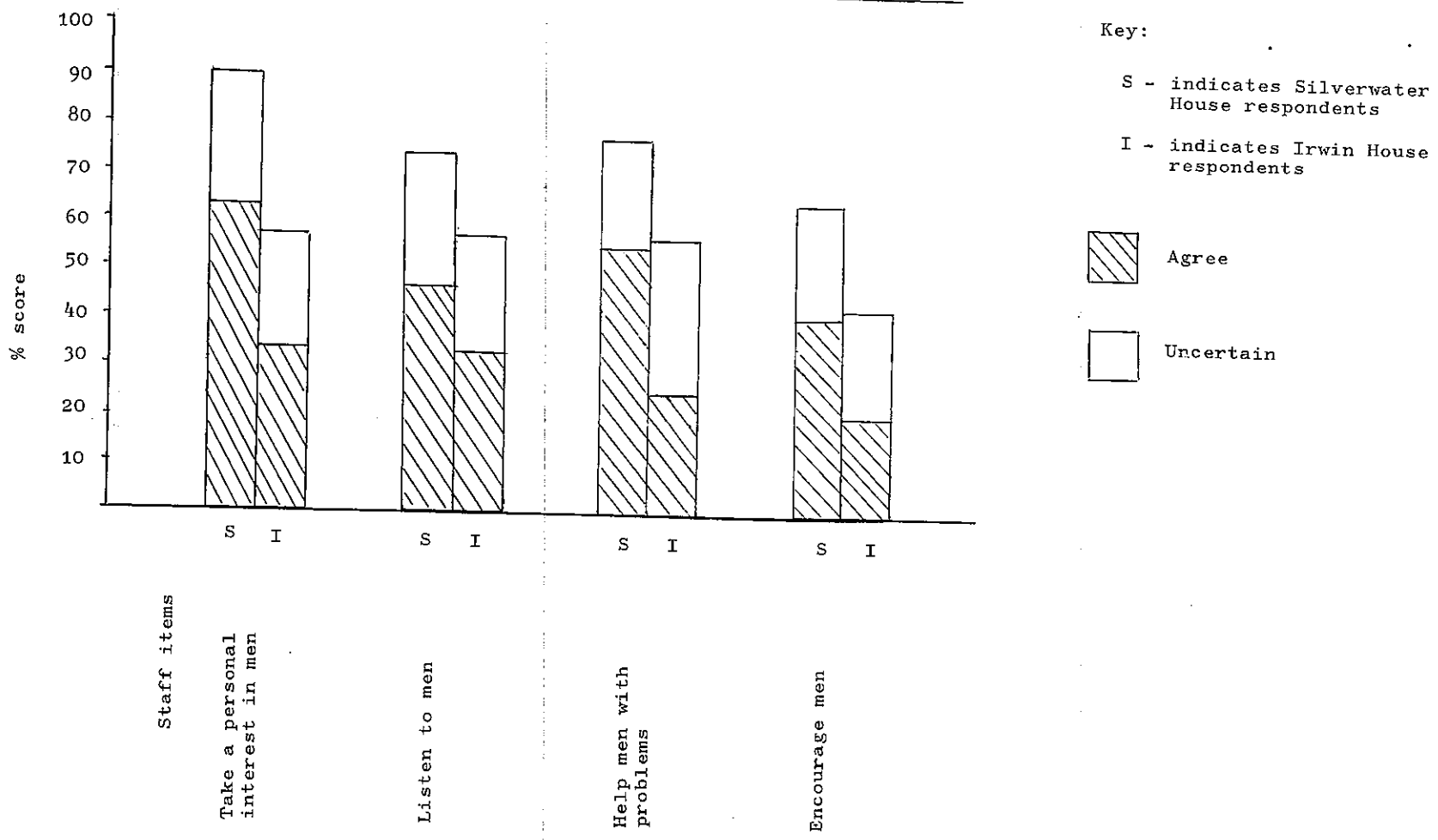
$$t = 3.1631 \quad df = 67 \quad p < .01$$

The extent of agreement with individual items comprising the staff scale may be seen in the percentage graph 1.

Over half the Silverwater House respondents agreed that staff took a personal interest in the men and helped them with problems. Irwin House residents felt less strongly about the staff, but one-third agreed that staff took a personal interest in the men and listened to them.

Graph 1.

Evaluation of Work Release - Staff.



c) Inmate scale

In their total scores on this scale, Silverwater House respondents did not differ significantly from Irwin House respondents. Average scores, out of a maximum score of 12., are presented below.

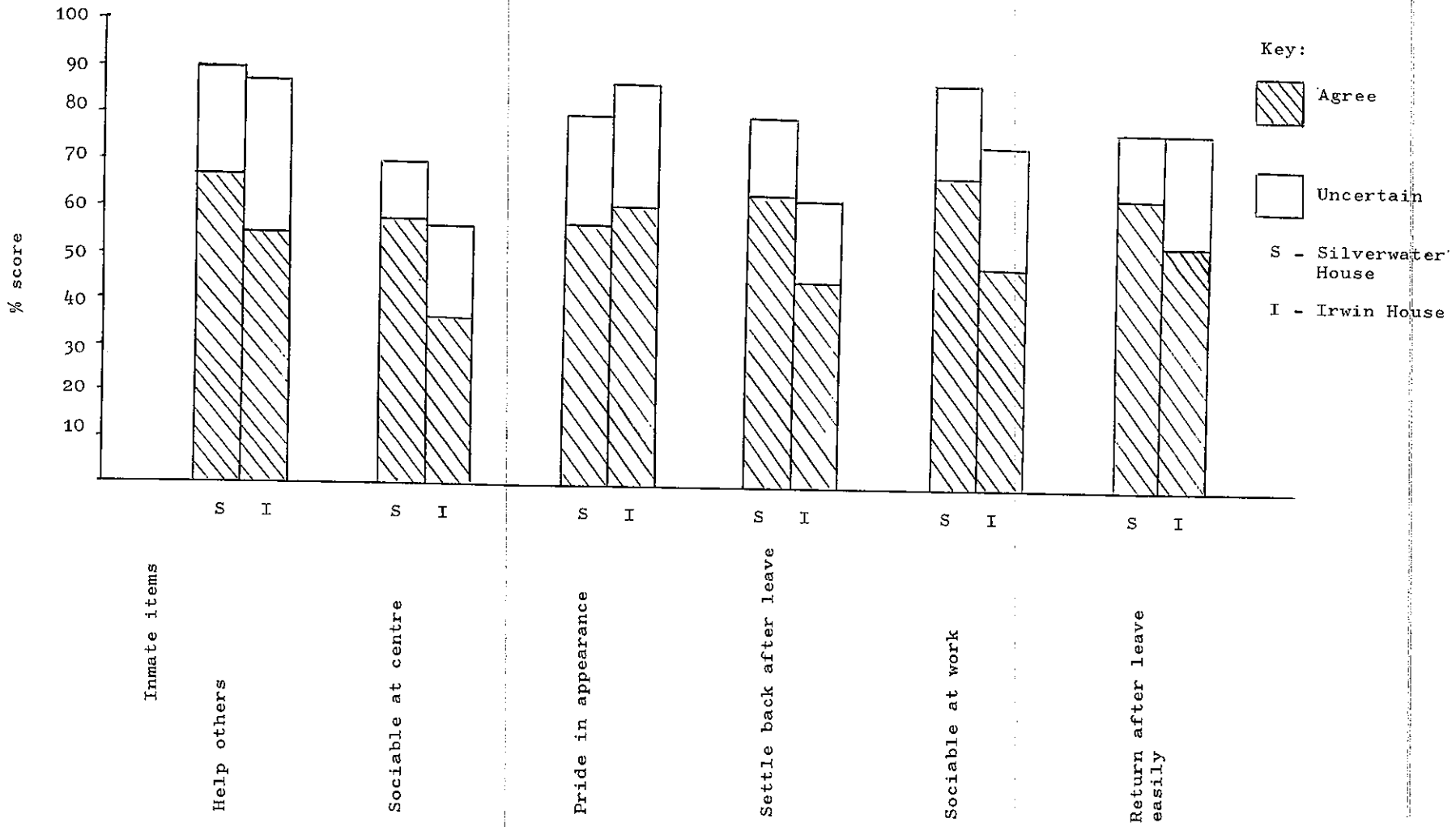
	Silverwater House	Irwin House	Total respondents
Average inmate rating score	8.40	7.08	7.65

$t = 1.8781$ $df = 67$ n.s. at $p < .05$

Over half the respondents agreed that most inmates helped the other men, took a real pride in their appearance, mixed with their workmates and did not find it difficult to return to the centre after weekend leave. The detailed pattern of responses to the six inmate items is illustrated in the percentage graph 2.

Graph 2.

Evaluation of Work Release - Inmates.



d) Programme scale

Programme scores for Silverwater House residents were significantly higher than scores on this scale for Irwin House respondents. Average scores, out of a maximum of 20, are tabulated below.

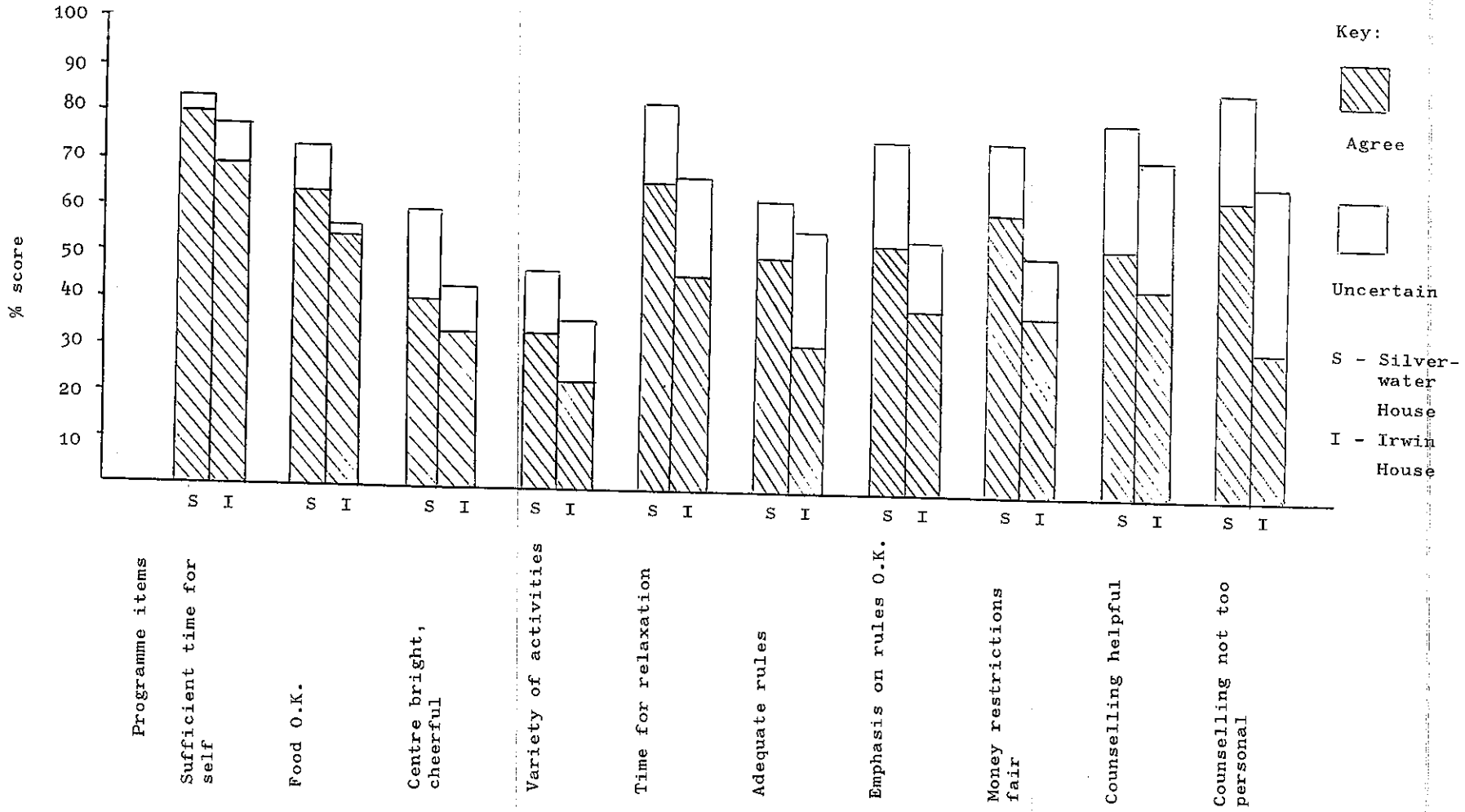
	Silverwater House	Irwin House	Total respondents
Average programme rating score	12.67	10.13	11.23

$$t = 2.2400 \quad df = 67 \quad p < .05$$

Detailed responses to the ten programme items are illustrated in the percentage graph 3.

Graph 3.

Work Release Evaluation - Programme.



Silverwater House residents agreed strongly that the work release programme allowed inmates sufficient time for themselves, that the food was satisfactory, there was adequate time for relaxation and that counselling questions were not too personal.

Over half the Irwin House respondents agreed that inmates had sufficient time for themselves and that the food was satisfactory.

Both groups strongly disagreed with the statement that there was a variety of activities available at the centre, while Irwin House residents also disagreed with statements that the centre was bright and cheerful, that fewer rules would result in chaos and that restrictions on spending earnings were fair.

(2) Comparison between work releasees interviewed over the three years 1974-76 and 1977 work releasees*

a) Total scale

The total social atmosphere scores for the two work release groups were very similar, indicating little if any change in expressed attitude to the work release community over the 1974-1977 period. The table below gives average social atmosphere scores on the total scale and three subscales for both groups.

Score	1974-76 work releasees	1977 work releasees	test of difference
Average total social atmosphere score	23.11	22.91	t=0.1888 df=209 n.s.
Average staff rating score	4.37	4.03	t=0.9178 df=209 n.s.
Average inmate rating score	7.38	7.65	t=0.6483 df=209 n.s.
Average programme rating score	11.36	11.23	t=0.9178 df=209 n.s.

* See Appendix 5 for detailed tables related to this section.

b) Staff scale

Total scores on the staff subscale were similar for both groups. However a distinctly smaller proportion of the 1977 work releasees agreed that staff listen to men and help residents with their problems than the 1974-76 group. Less than one third of the respondents in each group agreed that staff encourage the men: over one half felt that too much notice was taken of a resident's wrongs, not his positive behaviour.

The graph 4 on p 47 illustrates the pattern of responses to each of the four staff items.

c) Inmate scale

Total scores on this subscale were similar for both groups. Compared with the staff scale items, the inmate items attracted fewer "uncertain" responses and a higher rate of agreement, indicating a strong, positive attitude towards other residents.

Respondents in both groups strongly agreed that inmates took pride in their appearance, were sociable at work and returned with ease to the centre after weekend leave. However less than half of the respondents felt that other inmates were sociable at the work release centre.

The graph 5 on p 48 illustrates the pattern of responses to the six inmate items.

d) Programme scale

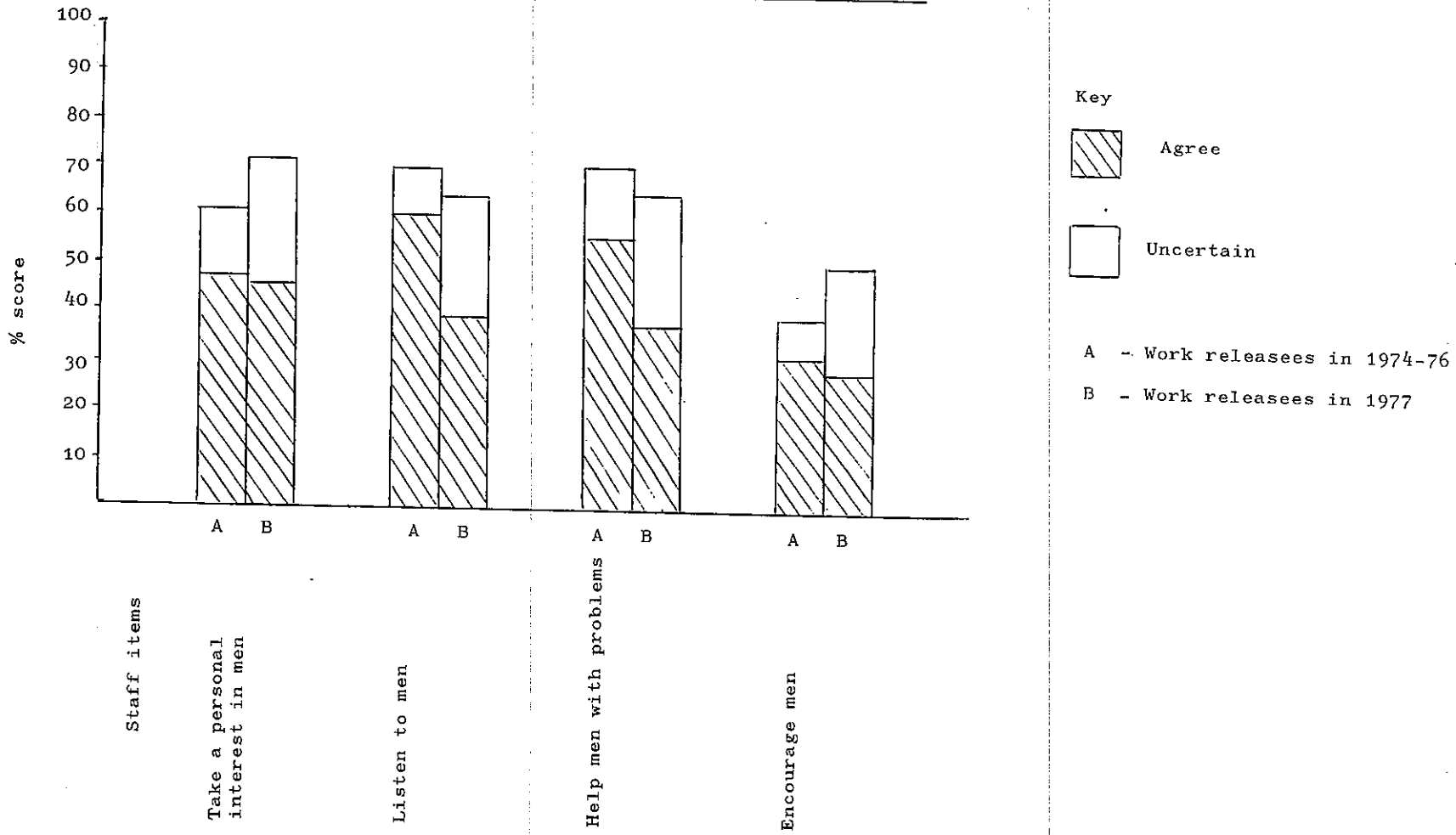
Although total scores on this subscale were similar for both groups, the extent of agreement with individual items varied widely. Respondents in both groups strongly agreed that the programme allowed sufficient time for oneself and that the food was satisfactory, while approximately half the respondents in each group felt that there was sufficient time for relaxation, that a reasonable emphasis was placed on rules and that restrictions placed on spending and earnings were fair.

Responses to two programme items were distinctly unfavourable, with only about one third of the residents agreeing that the centre was bright and cheerful and that there was a variety of activities available. Greatest uncertainty was expressed in relation to the two items on counselling, but almost half the respondents agreed that counselling was helpful without too many personal questions.

The graph 6 on p 49 illustrates the responses to the ten programme items.

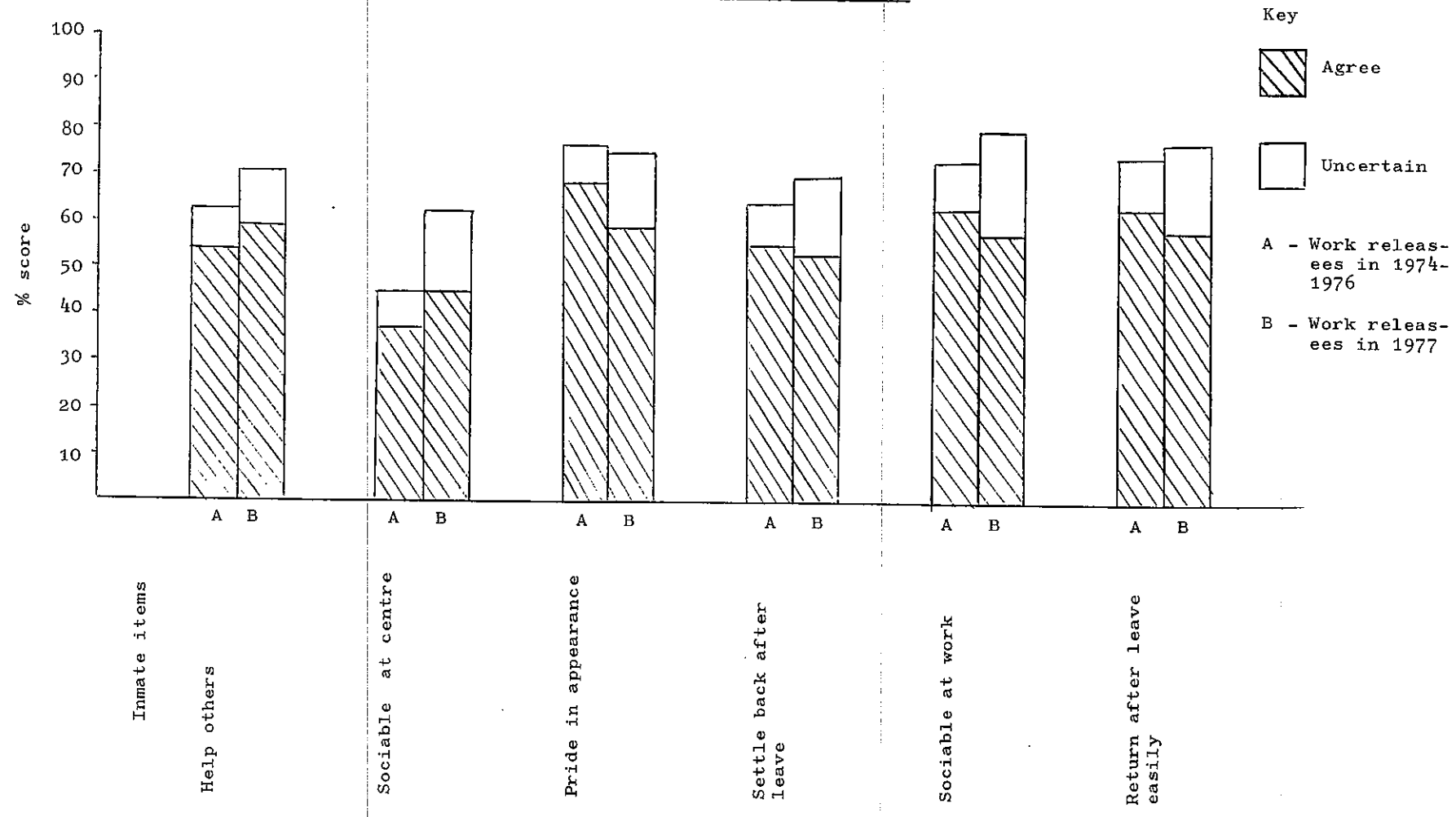
Graph 4.

Evaluation of Work Release - Staff.



Graph 5.

Evaluation of Work Release - Inmates.



Key



Agree



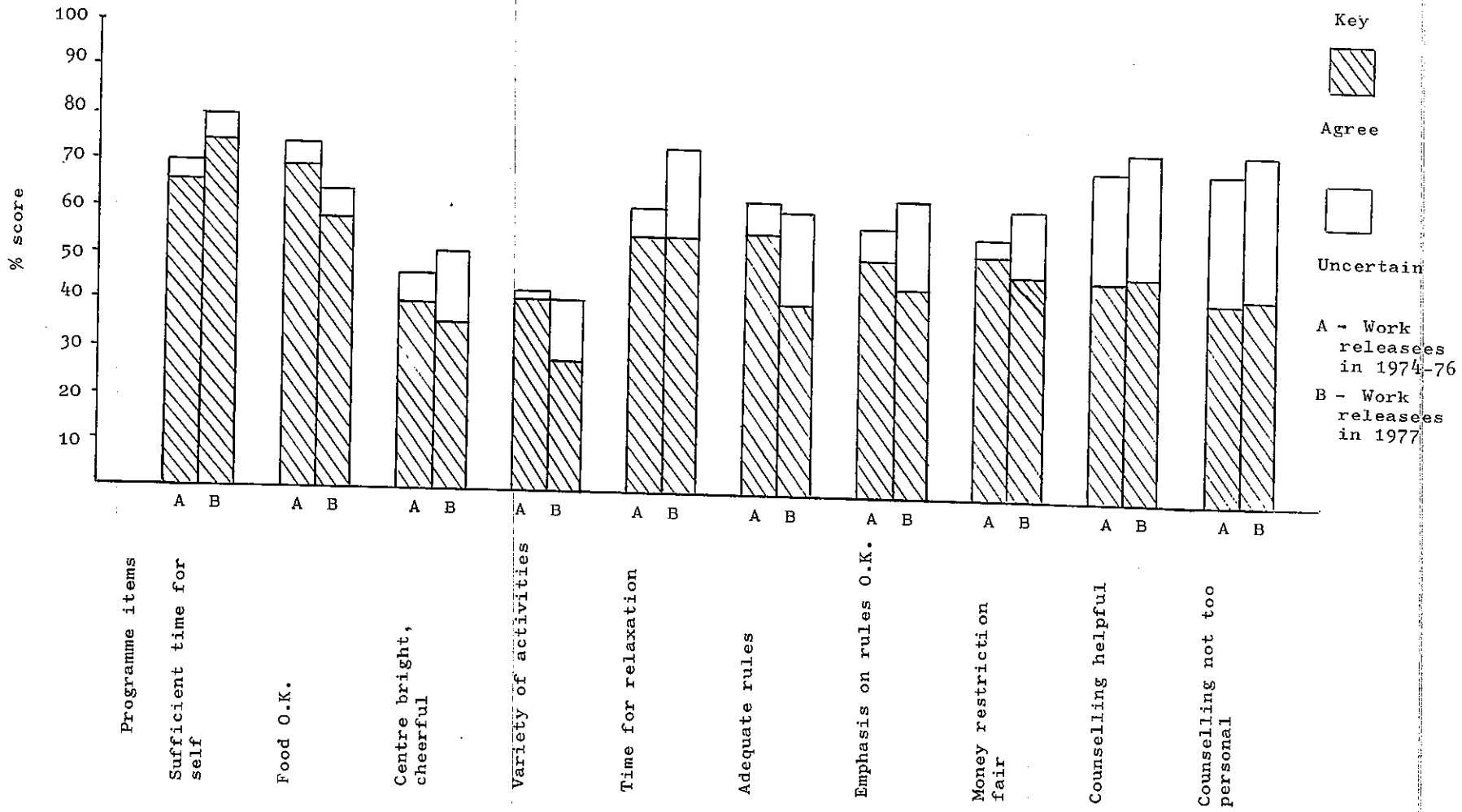
Uncertain

A - Work releasees in 1974-1976

B - Work releasees in 1977

Graph 6.

Work Release Evaluation - Programme.



C. Attitudes of staff to the scheme1. The respondents

Over the first three months of 1977 a total of eighteen staff members directly involved in the work release scheme were interviewed by research officers. The table below gives the classification, positions and numbers of staff interviewed.

<u>Classification</u>	<u>Position</u>	<u>Number interviewed</u>
Senior administration	Assistant Commissioner	1
	Co-ordinator of work release	1
Complex administration	Superintendent of centre - current	1
	- former	1
Hostel officers	Assistant to Superintendent	1
	House officers (Chief prison officer, senior prison officer and prison officer ranks)	4
Specialized and professional staff	Social workers (group interview)	4
	Social worker - selection	1
	Senior social worker	1
	Employment officer	1
	Deputy superintendent - selection	1
	Co-ordinator of privileges	1

It was decided to interview selectively those staff members with direct responsibility for significant aspects of the work release programme, rather than attempt to interview every custodial, industrial or specialist officer employed at the complex. Although the latter strategy may provide more information about the attitudes of subordinate staff, it is very time consuming and may not contribute significantly to an understanding of the administrative issues involved in a work release programme.

2. Interview content and analysis

The first set of questions directed to each staff member involved in the study related to their position, period at work release, duties, problems in carrying out duties, relationship with other staff, comparison with similar roles in other custodial settings, comments on aspects of the administration directly affecting their role, advantages and disadvantages of the scheme. Written summaries were prepared from their responses and a list of the major issues arising from interviews at all levels prepared.

Where staff members had not been asked or had not volunteered information concerning one or more major issues, additional questions were prepared. A second contact was made with each respondent who was asked to check the written summary of the previous interview for accuracy and to answer the supplementary questions.

Staff members were informed that names would not be given in the presentation of findings, but as it was necessary to discuss their comments in relation to their duties (often highly specialized), confidentiality of replies could not be guaranteed. Thus it was considered essential to allow respondents to check the written summary of their interview to correct any misunderstandings or hasty comments.

Since the interviews were largely exploratory and relating to administrative issues, the responses were analyzed by the content analysis method. Where applicable, comparisons were made between categories of staff, but where no strong differences emerged a global statement of staff views was considered sufficient.

3. Staff attitudes*

(1) Aims of work release

Respondents in all staff classifications gave multiple aims of the work release scheme. These may be summarized in the two concepts of deinstitutionalization, or breaking down of the attitudes, behaviours and expectations which develop during a period of imprisonment, and resocialization or gradual assumption of the attitudes, behaviours and expectations of the outside community. Under the concept of resocialization, most respondents mentioned specific aims of work release such as development of work habits, provision of funds and continued employment on release, strengthened family ties, support of dependents during work release and personal gains such as responsibility, self respect and working through problems.

(2) Staffing aspects

a) Qualities of the ideal hostel officer

Most frequently mentioned qualities comprised maturity, wide experience, ability to relate to others and flexibility. A variety of other personal qualities were suggested : tolerance, firmness, fairness, patience, understanding and concern for the individual. Very few respondents specified educational or intellectual attainment as being essential for a hostel officer. Two hostel officers mentioned maximum security experience: one thought it essential, the other felt that experience in a strict maximum security gaol was undesirable for work release staff.

b) Staff morale

Both complex administrators pointed to poor relationships between hostel and professional staff at earlier stages of the scheme but indicated that relationships between the two groups had improved. The social workers gave conflicting reports of their relationships with custodial staff, but the majority opinion was that the morale of professional staff was low. Specialist staff pointed to fluctuating or low

* See Appendix 6 for detailed comments related to this section.

morale amongst the hostel officers, while the hostel officers generally gave favourable comments on their relationships with other staff. The main finding here is the lack of consensus concerning the issue of staff relationships and morale.

c) Role comments

Most respondents were able to specify clearly their own role perceptions. The social workers stated that legal and administrative constraints hindered the full expression of their roles. Hostel officers expressed strong satisfaction with their roles which were described as rewarding, challenging, allowing greater involvement with prisoners and providing less tension than work in other corrective establishments.

d) Staff amenities

Staff amenities were regarded favourably by the complex administration and hostel officers but were considered inadequate by social workers and specialist staff.

(3) Administrative aspects

a) Organization

Administrators at senior and complex levels mentioned various organizational strategies designed to improve the involvement and morale of staff and prisoners. Social workers criticized the current organization for its multiple levels of decision making, resulting in conflict and uncertainty. Hostel officers generally favoured the organizational structure but pointed to some unnecessary positions. A minority opinion was that the Superintendent and hostel officers should be allowed more authority. Specialist staff were largely satisfied with the present organization.

b) Size of centre

All respondents maintained that small work release centres were preferable to large centres, with units from ten to fifty work releasees suggested. The main arguments used to support small centres were that large complexes increased institutionalization, whereas small units allowed for closer staff-inmate relationships and personal attention to work releasees. Those who suggested alternative locations for work release centres usually specified centres in the metropolitan area where jobs were readily available.

(4) Prisoner aspects

a) Selection

There was very little consensus with respect to criteria for selection of work releasees, even within the same classification of staff. Social workers felt that selection criteria should be changed: some advocated prisoner needs as the ideal basis for selection while others suggested that selection should be based on the candidate's predicted survival on the programme. Both approaches would require an individualized approach to selection rather than a formalized, rigid policy. Specialist staff commented favourably on current selection criteria. Hostel officers generally criticized selection procedures for placing too much emphasis on the candidate's offence, but there was no clear consensus on desirable alternatives. It was suggested that more serious offenders should be considered for work release and that selection should be based on individual qualities or performance in gaol.

b) Problems of work releasees

Most respondents agreed that the major problems facing work releasees related to their state of semi-freedom: it was difficult to be a responsible employee during working hours and a prisoner subject to restrictions and discipline at other times. Many respondents pointed to the work releasee's increased exposure to family problems with resulting tension or difficulties. Social workers and some hostel officers pointed to administrative and programme aspects which, in their opinion, contributed to work releasee problems, such as system inconsistencies and lack of recreational facilities at the centre.

(5) Programme and policy aspects

a) Pre-work release

The majority of respondents in all staff categories maintained that pre-work release schemes should be completely separate from the work release programme. Respondents from senior and complex levels of administration saw the function of pre-work release programmes as assessment of inmates and preparation for work release through social education or counselling. Specialist staff perceived the main functions of pre-work release as assessment by strict supervision of inmates and a period for inmates to work for the privilege of work release. Hostel staff commented on different aspects of the pre-work release programme: they saw it as a deinstitutionalizing experience, a means of providing labour on the complex and a convenient means of maintaining the supply of candidates for work release.

b) Employment of work releasees

Respondents were divided in their opinions of current methods of obtaining jobs for work releasees through the Employment Officer. Senior administrators, complex administrators, hostel staff and some specialist staff were satisfied with the current system. The social workers felt that the inmates should find their own jobs while a minority opinion of specialist staff was that the work release administration should organize employment. One hostel officer suggested that the house administrators should find jobs for inmates.

c) Daily routine

A majority of respondents criticized the lack of adequate recreational facilities or organized sports in the work release programme. Most of these respondents felt that additional space or facilities should be provided at the centre but one respondent maintained that inmates should be encouraged to pursue leisure interests with community groups.

d) Breaches of work release regulations (standing rules)

Most respondents stressed the need for a thorough investigation of every serious breach and a consideration of alternatives before recommending the inmate's transfer to another corrective establishment. Some staff at all levels suggested alternatives to removal in certain cases: counselling, prevention by staff meetings to discuss prisoner problems, a range of local sanctions including return to pre-work release status. One specialist staff member held that one major breach should be sufficient grounds for removal.

(6) Evaluation of the scheme

a) Benefits

According to most respondents, the main benefits of the scheme to the inmates were material benefits (funds on release, job, accommodation), increased family contact and personal gains (responsibility, confidence etc.). Those who mentioned benefits to staff specified a more relaxed atmosphere than unsecured establishments, job satisfaction and greater involvement with the inmates and the programme.

b) Problems

Staff at administrative levels elaborated on administrative problems, such as perceived lack of support from head office, drug usage and running problems (inadequate accommodation and the inclusion of the pre-work release programme in the complex). The social workers saw the major problem as the size and administrative complexity of the work release programme. Specialist staff focussed on staff-inmate relationships as the major problem area. A number of problems were raised by hostel officers: administrative problems such as excessive decision making at head office, inconsistency in applying policies and the mixture of work release and pre-work release programmes in the one location; selection policies and problems resulting from staff-inmate relationships.

SUMMARY AND DISCUSSION

1. Selection

Various changes have been identified in selection procedures and criteria for work release inmates in N.S.W. over the period from 1969 to 1977. The composition of the selection committee changed from representing senior administrative staff with diverse responsibilities to administrative and specialist staff directly involved in the work release programme. Authority for approving placement on work release, originally exercised by the Commissioner of Corrective Services, was largely delegated to the Assistant Commissioner (Administration) who was given responsibility for the programme.

Selection criteria were strict in the crucial stages, but gradually widened as the programme expanded. Thus carefully screened recidivist prisoners, violent offenders, drug offenders and prisoners serving long sentences were introduced into the programme. However it must be pointed out that the evolution of selection policies is not smooth, but also responds to particular external pressures that occur from time to time : pressures such as incidents of serious misconduct by work releasees, fluctuating escape rates and ministerial directives.

Staff members who were questioned about selection policies reached no consensus. Some were satisfied with existing procedures, while others advocated various changes. Four categories of selection criteria appeared to underlie staff comments, with suggested bases of inmate needs, inmate performance whilst in custody, predicted performance on work release and a broad consideration of record variables (e.g. offence, sentence).

It appears from the literature that there is little consensus among administrators concerning eligibility for work release²² and, moreover, flexibility in selection is positively advocated.²³ Research findings offer little assistance. From his exhaustive study, Swanson concluded that "selective screening has a significant and positive impact on the operation of work release",²⁴ but he was unable to specify which criteria should be included in the screening process for optimum results. Australian research into

22 Swanson, R.M. op. cit. Appendix A p.7

23 Task Force on Work Release op. cit. p.1

24 Swanson, R.M. op. cit. p.41

work release is in its infancy, but in one study it was suggested that an examination of prior record, escape incidents and such personality factors as mode of conflict resolution and delay of gratification tendencies would be a promising means of determining who could cope successfully with the work release environment, as these variables proved significant in distinguishing successful work releasees in Western Australia.²⁵

It is suggested that future research into the N.S.W. work release scheme should continue to examine the characteristics of those inmates who succeed and fail on the programme as an initial guide in selection.²⁶ However any recommendations concerning selection policies must be made with a thorough understanding of the administrative constraints which will inevitably affect selection in practice.

2. Administrative aspects

a) Pre-work release

The concept of pre-work release recognizes the need for a transition period between the contained prison environment and the more open work release environment. Swanson argues that where the work release environment is very loosely structured, the inmate is suddenly confronted with "rather drastic temptations in the community" and "a chaotic, alienated society", but even where the work release environment is highly structured, the inmate is confronted with a situation where "the slightest freedom enjoyed by community peers may constitute an infraction of the rules for the work releasee".²⁷ Hence he advocates a programme that would provide graduated levels of freedom and responsibility.

Within the first two years of the operation of the N.S.W. work release scheme rural pre-work release centres had been established to provide inmates with the experience of less formal, small group relationships in an open prison setting. These in turn were replaced by a formal, centralized programme

25 Kantola, S.J. Work Release, a series of pilot studies, Aust. & N.Z. J. of Criminology, March 1977, 10 p.49

26 See the next volume in this series of publications on work release for a statistical analysis of successes and failures on work release over the period 1969 to 1976.

27 Swanson, R.M. op. cit. p.42.

of social education and counselling within the work release centre, and finally by a period for work and assessment with increased privileges at the work release concept. These changes were partly the product of administrative planning and partly determined by the availability of facilities, staff attitudes to various innovations and organizational complexities.

The staff members who gave their opinions of pre-work release in the 1977 attitude study did not consider any particular programme of pre-work release to be the ideal means of providing a transition to work release, but the majority recommended that pre-work release schemes should be completely separate from the work release programme.

b) Employment

The organization of employment for work release inmates is a crucial aspect of any work release programme, whether the major objective is the experience of community-based employment in itself, training in normal work habits or the provision of a job which can be continued on release. There has been considerable discussion in the literature of various methods of obtaining jobs for work release candidates, and problems confronted by administrators in finding employment opportunities of sufficient quality and quantity for all inmates.

In the initial stages of the N.S.W. work release scheme, employment was obtained through intensive public relations activities and the efforts of the social worker, but the services of a specialist employment officer were soon required. Despite relatively high unemployment in the community over the last eighteen months, the numbers of inmates placed on work release have been maintained, indicating that the quantity of jobs available for work releasees is not an insuperable problem. However it has been suggested that some inmates are difficult to place: in particular professional, administrative and highly skilled workers, and that the quality of employment available for these offenders may be less than optimum. The attitudes of work releasees towards their jobs were generally favourable, and those inmates who had been placed in higher status jobs were markedly favourable in their comments on employment. Thus it appears that the quality of employment experienced at present by work releasees is also satisfactory.

The opinions of staff on the best method of obtaining employment for work releasees were divided, with some advocating the use of specialist employment staff and others advocating greater prisoner or officer participation in finding jobs. Only one staff member commented on employers' reactions to the programme, stating that firms accepted the scheme and co-operated because the work releasees were productive and the employers enjoyed the image of helping the underdog.

Both of these reasons, "good business sense" and "social conscience" were discussed by Sacks in his study of work release employment.²⁸ He also mentioned strategies for convincing employers that it is not dangerous to hire work releasees. A number of writers have discussed the relative merits of different placement methods. Sacks maintained from his study that personal recommendations from inmates, officers and employers co-operating with the scheme were most frequently recommended by U.S. correctional administrators²⁹ while Swanson argued that personal contacts resulted in haphazard job placements and that a field placement officer, working in conjunction with community resources, should be used to locate job openings.³⁰

Studies of employer attitudes to work release have produced encouraging results. From a survey of 48 employers, Atkinson, Fenster and Blumberg found that 69% expressed willingness to hire a criminal offender³¹ while Swanson concluded, from a study of 74 employers, as follows:

"The average employer surveyed indicated the work release program was an effective tool in helping offenders and benefiting the company. Work releasees are mostly employed as unskilled labor but are seen as better than the average employee. The strongest points in favour of the releasee as an employee are his dependability, ability to get along, conscientiousness, and his enthusiasm. The work releasee's weakest attribute is his lack of training and skills".³²

It appears then, that the N.S.W. work release scheme is experiencing little difficulty in obtaining jobs for inmates because of real advantages to employers who hire work releasees and the use of several, well-recognized placement methods. Future research into employment aspects of work release in N.S.W. may well be more productive if other areas were considered. Both Swanson³³ and the Task Force appointed by the U.S. Bureau of Prisons³⁴ suggested that the relationship between prison training and employment should

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- 28 Sacks, M.J. Making work release work: convincing the employer, Crime and Delinquency, 21, 1975, pp. 255-265
- 29 Ibid pp. 258-259
- 30 Swanson, R.M. op. cit. p.44
- 31 Atkinson, D., Fenster, C.A. and Blumberg, A.S. Employer attitudes toward work release programs and the hiring of offenders; Criminal Justice and Behaviour, 3 (4) December 1976 p.340
- 32 Swanson, R.M. op. cit. pp. 39-40
- 33 ibid p.43
- 34 Task Force on Work Release op. cit p.19.

be investigated. The effects of work release on N.S.W. offenders who had experienced technical training courses or special vocational skills training could be examined in a small in-depth research study. However it may also be valuable to maintain the statistical systems which provide data relating to the following questions (to be discussed in the next volume on work release in N.S.W.): what jobs are held by work releasees? how do these jobs compare with the inmate's usual occupation and aspirations? how much is earned by work releasees? how much is saved at the time of release? do work releasees continue in the same (work release) job after discharge from custody? what is the level of unemployment amongst work releasees after discharge?

c) Rules and regulations

The rules laid down for work releasees appear to be designed to set reasonable limits for inmate movements whilst away from the centre and to provide the local regulations necessary for communal living. In addition, incentives such as weekend leave are provided to encourage co-operative behaviour.

During the early growth stage of the scheme rules were largely enforced through the pressure of small groups in which staff had opportunities to observe in detail the conduct of each work releasee. In the early expansion stage there seems to have been an easing of some restrictions, but followed by a tightening of controls as the numbers of inmates accommodated at the centre increased. Throughout the scheme's operation, failure to return to the centre was considered to be an escape and serious breaches of house rules resulted in removal from the programme.

Inmates appeared to have few criticisms of the rules and regulations, although they were not questioned directly on this aspect of the scheme. The majority approved the bundy system which is the primary means of monitoring inmate movements, although a few complained of unnecessary restrictions which were placed on them because of other less responsible residents at the centre. Staff members emphasized the need to investigate every serious breach before action was taken to remove the offender, and many staff members suggested alternative sanctions to avoid the finality of removal from the scheme in less serious or doubtful cases.

The practices and attitudes mentioned above are consistent with many findings in the literature. Swanson³⁵ found that most U.S. jurisdictions provide for revocation of work release in the event of

35 Swanson, R.M. op. cit. p.12.

violations of conditions or failure to return, and advocated that failure to return should be deemed an escape. He noted the variety of controls placed on work releasees in the different states and recommended that revocation should be legislatively prescribed for only gross infractions.³⁶ Similarly, the Task Force Report concluded that removal from work release should be taken as a last resort and recommended the establishment of enforceable regulations that required self-discipline by inmates:

"Because work release more closely approximates release than commitment, it follows that rules of conduct should provide for a greater degree of self-regulation in contrast to a high degree of external control. Care should be exercised to avoid regulations which cannot be enforced."³⁷

d) Daily routine

The facilities and daily programme of a work release centre must be geared to the work priority, and for N.S.W. work releasees this results in individual daily programmes for each inmate depending upon his hours of work and travelling arrangements. The nature and quality of facilities provided for meals, accommodation, recreation, visits and other domestic details depend on a number of factors: the size of the centre, costs in relation to overall prisons expenditure and the special needs of work release inmates and the extent to which community facilities are utilized. For example the quality of meals provided for inmates will depend on the numbers catered for by each kitchen and the budget allocation for food (taking into consideration the expectations of work releasees who are paying for their meals and accommodation). Outdoor recreational facilities may well be superfluous if community sporting fields are readily available for use by inmates.

The work releasees were critical of many aspects of their daily routine: accommodation, facilities for sports, provision for hobbies and transport arrangements. The first three criticisms relate to structural aspects of the complex which was not originally designed for a work release programme. As the work release scheme grew, less space was available for individual accommodation, recreation rooms and outdoor sports. Transport problems relate to the location of the centre which does not lie on any major public transport route. Staff were also critical of the lack of an adequate recreational programme for work releasees. Thus it appears that leisure facilities at the centre are limited and very little use is made of community facilities (at least for a significant number of inmates).

36 *ibid* p.46

37 Task Force on Work Release *op. cit.* p.14.

This raises the issue of the aims of leisure programmes for work releasees and the importance placed on leisure activities by men who are absent from the centre for at least ten hours each working day. Swanson implies that the aim of leisure programmes is to enhance the inmate's ability to use time constructively, and states that "opportunities for study, recreation, and counselling are important for residents with limited access to non-employment activities in the community."³⁸ Pooley goes even further by stating that centres housing large populations of one hundred residents in dilapidated buildings without adequate cleanliness, privacy, peace, recreation and so on will result in a chaotic, anomic non-community characterized by anger and resentment.³⁹ The Task Force Report recommended "meaningful institutional and community activities to supplement work" as a means of producing "well-rounded citizens" and reducing programme failures.⁴⁰

It is of interest that a minority of work releasees questioned about leisure facilities stated that the other residents were not interested in sports and appeared content with passive forms of recreation. Perhaps future research studies could examine in detail the attitudes of inmates and staff to a wide selection of individual and group recreational activities for weekday and weekend programmes, and the relationship between participation in organized programmes and behaviour on work release.

e) Size and location of the centre

It has been found from an examination of the N.S.W. work release scheme that the size of the work release programme and its relationship to other correctional programmes significantly influence the nature and administration of the programme. In the early growth stage when the scheme was small and self-contained (fewer than 80 men housed in units of less than 30 in separate accommodation from other prisoners), the work release programme was administered on the basis of close staff-inmate relationships, extensive community involvement and intensive use of counselling by social workers as inmate needs were assessed. In the expansion stage when the work release population rose to almost one hundred and pre-work release inmates were accommodated on the same complex under the same administration, more formalized

38 Swanson, R.M. op. cit. p.44

39 Pooley, R. Work Release programs and corrections - goals and deficits, Criminal Justice and Behaviour, 1 (1) March 1974 p.72

40 Task Force on Work Release op. cit. p.4.

and remote management techniques had to be applied with a corresponding increase in the institutionalization of the scheme.

Obviously there are many other factors which must be considered in determining the ideal size of a centre for optimum efficiency: available accommodation, costs (which may increase markedly with small centres), availability of employment within reasonable travelling distance of the centre and the availability of services for programmes of varying sizes.

The attitude of inmates to the size of the scheme was "the bigger the better" so that more prisoners could take advantage of work release benefits. However staff advocated small centres which would result in closer staff-inmate relationships and more personal attention for inmates. It was felt that the inclusion of pre-work release inmates greatly increased the administrative complexity of the scheme.

Many of these issues have been discussed in the literature. Swanson found a relationship between size and type of control used in a work release scheme: "the larger the corrections population, the less the staff treatment norm and the greater the staff custody norm".⁴¹ He also observed that "mixed populations create severe administrative problems for centre staff".⁴² Pooley cited two major difficulties when work releasees are housed with other non-work release inmates: resentment between the two groups resulting from status differences and the control of contraband.⁴³ It is interesting that some inmates, commenting on the N.S.W. scheme, expressed resentment because certain rules were made necessary by the behaviour of non-work release inmates who were less responsible than the work releasees.

A promising direction for future research would be to conduct detailed cost-benefit analyses of work release centres of various sizes, considering both monetary and social costs. Some of the social cost factors which could be considered would include the relationship between size and inmate value systems, disciplinary problems, social distance effects between inmates and staff, failures on the programme and staff tensions (reflected in rates of sick leave, resignations or transfers, and general attitudes to the scheme). From such studies more realistic recommendations concerning the optimum size and location of work

41 Swanson, R.M. op. cit. p.33

42 ibid p.43

43 Pooley, R. op. cit. p.63.

release centres could be made.

f) Staffing organization

During the first four years of the N.S.W. work release scheme the staffing complement grew slowly, but there was a rapid increase in staffing positions at custodial, professional and administrative levels during the expansion phase. From the latter part of the establishment phase to the late consolidation phase, administrative organization was centralized at three levels: the administrator responsible for the daily running of the scheme, the co-ordinator responsible for general management, policy implementation and liaison with Head Office and the Commissioner or Assistant Commissioner undertaking final responsibility for all policy decisions.

The co-ordinators found that this organizational structure was satisfactory in the early growth stage because the small size of the scheme allowed close contact between staff, but during the expansion stage this flexibility was lost and various management techniques were used in an attempt to provide more democratic administration.

In the current scheme, with the superintendent's position including much of the former co-ordinator's role, it appears from staff comments that organizational problems remain. The two major criticisms were that the administrative complexity resulted in uncertainty amongst staff and that certain positions at the centre should receive more authority. These comments reflect the views of administrators writing about the U.S. work release schemes and advocating that responsibility for the programme should be placed at the institution. The Task Force Report recommended: "In order that work release will be an integral part of institutional programmes, it is now time to abandon special project type management"⁴⁴ while Pooley argued: "In order to administer a work-release programme effectively, it seems desirable that the degree of authority at the centre level should be at a maximum ... increased levels of administration above the work-release director appear to correlate with frustration, paranoia, and dysfunction at the centre level."⁴⁵

It may be true that there is no simple formula for an ideal administrative structure in the case of a work release programme where staffing is complicated by the multiplicity of specialist roles, and

⁴⁴ Task Force on Work Release op. cit. p.2

⁴⁵ Pooley, R. op. cit. pp 69-70

certainly management techniques will vary according to the personalities of the role occupants. Perhaps the major contribution of research in this area would be the continuing analysis of the administrative structures as they are utilized in association with the measurement of the social atmosphere of the work release centre.

3. Overall evaluation

(a) Social atmosphere

It was found that little change occurred in inmate perspectives of the social atmosphere of the centre from 1974 onwards but there were differences between two groups of inmates studied in 1977. Those inmates accommodated at Silverwater House (older, non-convict types with higher status afforded by their jobs and private rooms at the centre) were significantly more favourable in their attitudes to the programme than the younger, lower-status work releasees accommodated at Irwin House. It is difficult to assess whether the more favourable attitudes of Silverwater House residents resulted from their treatment on work release or predisposing factors which resulted in their allocation to Silverwater House.

Work releasees viewed the other inmates favourably, but were more critical of staff reactions, particularly lack of encouragement from staff, and of programme aspects such as facilities for activities and the general level of cheerfulness at the centre. Staff views corresponded with inmate attitudes on the issue of lack of recreational facilities, but no direct measures were made of the degree of staff-inmate consensus relating to other social atmosphere variables.

Relationships between staff members employed at the centre appeared to be hampered by low morale amongst the professional staff and divisions between the custodial and other professional-specialist staff. This is not an uncommon problem in correctional administration. Kidston wrote of conflict between uniformed and 'professional' staff in Western Australia: he attributed the conflict to differences in values, assumptions and expectations that the two groups bring to their work, but which are exacerbated by role contrasts that strengthen barriers to communication and co-operation.⁴⁶ This conflict is seen most

⁴⁶ Kidston, W. Change from within: the Western Australian Department of Corrections, Australian Journal of Public Administration, 35 (1), March 1976 pp. 36-57.

clearly when rehabilitation policies are initiated. Kidston stated:

"I was concerned to create a situation in which the professional could live with the uniformed officers. This became considerably more difficult with the emphasis on rehabilitation in the prison situation since the prison officers regarded the professional staff as reformers and saw themselves as being in conflict with both the inmates and the professional staff."⁴⁷

His method of tackling the problem was to initiate "conflict sessions" involving representatives from both staff groups; from these initiatives Kidston recommended the formation of "multidisciplinary task forces to confront the issues of conflict and breakdown of co-operation as these occur in the prisons themselves".⁴⁸

A further issue is the importance of staff attitudes and relationships for the running of a work release programme and the behaviour of inmates. Very little research has been done in these areas and only weak associations have been found between staff norms and attitudes and work release characteristics.⁴⁹ From the complexity of the variables involved in social atmosphere studies and the doubtful pay-off from these studies, it is suggested that future research into these aspects of the N.S.W. scheme should proceed with caution, and perhaps focus on specific administrative issues rather than global analyses of social atmosphere.

(b) Benefits of work release

The benefits of work release, as initially expressed by the administrators who formulated the N.S.W. programme, were specified as employment continuity, maintenance of family ties and cost advantages for the administration. Inmates questioned in the 1977 study perceived the major benefits for them as financial gains and resocialization while staff commented on material, family and personal gains for inmates together with increased job satisfaction for custodial staff. That is, the administration originally expected long term benefits, whereas staff and inmates largely expressed more short-term gains from the scheme.

47 *ibid* p.55

48 *ibid* p.43

49 Swanson, R.M. *op. cit.* p.35.

It is of interest that no mention was made of the payment of debts or compensation as an advantage of the work release scheme: in N.S.W. work releasees may be obliged to meet such payments from their weekly salaries.

In future publications of this series on work release, statistical data relating to the long term effects of work release will be presented. Material will cover such areas as continuity of employment, reports by parole officers concerning family relationships after the work releasee is discharged from custody, personal functioning of the work releasee during parole and recidivism rates.

(c) Problems of work release

Inmates stated that they experienced few problems on work release. The most frequently mentioned problems, specified by only one-sixth of respondents, related to rules and regulations of the centre. This finding is similar to the conclusions drawn in a study of women prisoners in N.S.W. where it was stated that "the minor details of the daily routine provide the major source of dissatisfaction amongst women prisoners."⁵⁰

Staff at the work release centre perceived the major problem for inmates as coping with the state of semi-freedom, whereas only a minority of inmates mentioned this as a problem. Even in the literature, this is frequently cited as a pressing problem. For example, Pooley asserted:

"The very nature of work release creates a social-psychological conflict for the resident that is probably unbearable for extended periods of time ... a result of the necessity for the daily transition from a situation of relative freedom on the job to an environment of relative custody at the work-release quarters."⁵¹

Although inmates may have experienced the semi-free state as a problem without mentioning it in the attitude study, the difference between the stated problems of inmates and perceptions of their problems by others underlines the importance of research to validate even the most obvious, commonly held opinions. More careful, in depth treatment of these issues could be considered in future research.

50 N.S.W. Department of Corrective Services, Research and Statistics Division, Publication No. 8, The Social Atmosphere of the Women's Prison, 1975 p.66

51 Pooley, R. op. cit. p.71.

4. Directions for future research into work release

From the preceding discussion, a number of recommendations for future departmental research into work release may be formulated. It is not intended that these studies would replace the regular collection of basic statistical data relating to the scheme, but rather they are suggested as a means of providing additional information on specific areas of concern to the administration.

Selection of inmates

- a) It is recommended that researchers continue to examine the characteristics of men who succeed and fail on work release with the aim of establishing prediction models which could be used in selection.

Employment of work releasees

- b) It is recommended that small, in-depth studies be conducted to assess the effects of special training programmes (such as S.L.E.F.) on work performance.
- c) It is recommended that statistical data concerning inmate and job characteristics be related to usual occupation, job aspirations, earnings on work release, savings, continuing of employment and level of unemployment after completion of the programme.

Recreation for inmates

- d) It is recommended that in-depth studies be conducted of inmate attitudes to a wide range of leisure activities and of the use made of any facilities provided at the centre.
- e) It is recommended that research be conducted into the relationship between participation in organized recreation and performance on work release and after discharge.

Size and location of centre

- f) It is recommended that cost-benefit studies be conducted of programmes of various sizes, considering both monetary and social costs.
- g) It is recommended that cost-benefit studies be conducted of programmes at various locations with respect to employment and other correctional programmes (including location of pre-work release programmes).

Staff organization

- h) It is recommended that research be conducted into the relationship between the administrative structure and the social atmosphere of the work release centre.

In addition to these areas which could be studied by departmental researchers, there are other topics which could be investigated more fruitfully by independent researchers.

The work releasee's family

- i) It is recommended that independent research be conducted into the financial and social situation of the work releasee's family for the duration of the programme. In particular, the possible effects of work release in crime prevention amongst the inmates' children could be examined.

Employer response

- j) It is recommended that independent research be conducted into the attitudes towards work release of employers participating in the scheme and those who reject work release applicants, with particular reference to the perceived costs and benefits of employing work release inmates in different categories of jobs.

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APPENDIX 1. Developments in the work release programme from 1969 to 1977

Area of development	1969-73					1974-76			1977
1. <u>Numbers of work releasees as at 30 June</u>	1969(July) - 3					1974 - 99			1977(March) - 85
	1970 - 17					1975 - 82			
	1971 - 24					1976 - 80			
	1972 - 45								
	1973 - 80								
2. <u>Total persons dealt with at the complex</u>	1969-70 - 25					1973-74 - 283			1976-77 - not available
	1970-71 - 60					1974-75 - 537			
	1971-72 - 94					1975-76 - 563			
	1972-73 - 205								
3. <u>Staffing positions as at 30 June</u>	1969 (July)	1970	1971	1972	1973	1974	1975	1976	1977 (March)
Co-ordinator	-	-	1	1	1	1	1	1	-
Administrator/ Superintendent	1	1	1	1	1	1	1	1	1
Hostel Officers	1	2	2	2	8	9	27	37	37
Social Workers	-	-	1	2	2	2	8	9	9
Clerks	-	-	-	1	1	2	2	2	2

Area of development	1969-73	1974-76	1977
<p>4. <u>Staff organization during period</u></p>	<p style="text-align: center;">Commissioner of Corrective Services</p> <pre> graph TD A[Commissioner of Corrective Services] --> B[Co-ordinator] B --> C[Selection Personnel] B --> D[Social Workers] B --> E[Administrator] E --> F[House-keeper] E --> G[Hostel Staff] E --> H[Clerk] </pre>	<p style="text-align: center;">Assistant Commissioner (Administration)</p> <pre> graph TD A[Assistant Commissioner (Administration)] --> B[Co-ordinator] B --> C[Selection Personnel & Administrative Personnel] B --> D[Social Workers] B --> E[Administrator] E --> F[House-keeper] E --> G[Hostel Staff] E --> H[Clerk] </pre>	<p style="text-align: center;">Assistant Commissioner (Administration)</p> <pre> graph TD A[Assistant Commissioner (Administration)] --> B[Selection Personnel & Administrative Personnel] A --> C[Superintendent] A --> D[Senior Social Worker] B --> E[House-keeper] B --> F[Hostel Staff] B --> G[Clerks] D --> H[Social Workers] </pre>
<p>5. <u>Inmate selection</u></p>	<p><u>1970 Guidelines</u></p> <ol style="list-style-type: none"> 1. Personal qualities <ul style="list-style-type: none"> - stability in past employment - capacity to accept direction - loyalty - lack of addictive traits 2. Lack of danger to society 3. Proof of trust within the institution 4. Work release placement only during last 6-8 months of non-parole period or in terminal stages of a long 	<p><u>November 1976 policy guidelines</u></p> <ol style="list-style-type: none"> 1. Work release placement when candidate has 6-12 months to serve before expiry of minimum term, but 3-18 months range considered. 2. Social factors: preferably a stable family man with wife and children to support or single men aged in their mid-twenties or older. 3. Exclusions: illegal immigrants and prisoners with severe psychological or emotional problems. 	<p>As for November 1976.</p> <p>Summary issue:</p> <p>"Will this man at this point of time be able to benefit himself and the community without abusing the privileges granted to him?"</p>

Area of development	1969-73	1974-76	1977
<u>Inmate selection</u> cont'd.	<p> sentence if no N.P.P. is set. 5. Short term prisoners selected for work release should be reliable first offenders. 6. Offence of murder does not result in automatic exclusion but selection would depend on the individual case. </p> <p> <u>Composition of Selection Committee</u> Commissioner of Corrective Services Assistant Commissioner (Administration) Assistant Commissioner (Management) Director Probation and Parole Co-ordinator Work Release Secretary Senior Research Officer </p>	<p> 4. Helpful aspects: - plans to continue work release job on release - support from family - experience of maximum security. </p> <p> <u>Composition of Selection Committee</u> Commissioner of Corrective Services Assistant Commissioner (Administration) Co-ordinator Work Release Superintendent Work Release Senior Research Officer </p>	<p> <u>Composition of Selection Committee</u> Assistant Commissioner (Administration) Senior Psychologist Senior Social Worker Social Worker (Selection) Principal Prison Officer (Selection) Co-ordinator of Privileges Research Officer (observer) </p>

Area of development	1969-73	1974-76	1977
<p>6. <u>Pre-work release programmes</u></p>	<p>1969-71 - no formal pre-work release programme</p> <p>1972 - small, rural pre-work release centres established at Yarrangobilly (March 72) and Strathmore (August 72)</p> <p>1973 - another small, rural pre-work release centre established at Edrom Lodge (June 73)</p> <ul style="list-style-type: none"> - Project Survival commenced as specialized pre-work release adventure course in September 1973. <p>At rural centres, pre-W/R programme comprised renovation or community service work in small groups and an unsecured setting.</p>	<p>1974 - Yarrangobilly closed as pre W/R Centre (March 74)</p> <ul style="list-style-type: none"> - Irwin House included within the work release programme, providing pre-W/R accommodation <p>1975 - Edrom Lodge closed (August 75)</p> <ul style="list-style-type: none"> - Strathmore closed (September 75) - all pre-work releasees held at Silverwater Complex. <p>At the complex, a specialized programme co-ordinated by the social workers developed, comprising</p> <ul style="list-style-type: none"> - training in social functioning - work training and assessment - vocational guidance <p>1976 - formal pre-W/R social programme ceased</p> <ul style="list-style-type: none"> - P.L.S. workers formally separated from W/R and pre-W/R prisoners. 	<p>Pre-work release programme located at Silverwater Complex, comprising</p> <ul style="list-style-type: none"> - work assignments at SLEF, on maintenance of complex or domestic duties - observations of behaviour by hostel staff - same privileges at the centre as work releasees after a qualifying period.

Area of development	1969-73	1974-76	1977
7. <u>Inmate employment</u>	Originally job placements were made by social workers but by mid 1973 officers of the Commonwealth Employment Service (C.E.S.) were assuming almost full responsibility for employment.	C.E.S. staff used to obtain employment. Social workers assisted if a change of job was desired or became necessary because of retrenchments.	C.E.S. staff arranged all employment.
8. <u>Daily routine at the Centre</u>	<p>Sport: played against community teams on district playing fields</p> <p>: table tennis and billiards played indoors</p> <p>Education: evening tech. classes or private study encouraged</p> <p>Other: men permitted to leave centre for local church services or district A.A. meetings</p> <p>Community work: conservation work in national parks used to earn weekend leave from July 71.</p>	<p>Sport: community sport took precedence over sport at the centre or inter-departmental matches (e.g. swimming, golf, lawn bowls)</p> <p>: table tennis played indoors</p> <p>Education: encouraged</p> <p>Other: men encouraged to enter City to Surf race</p> <p>Security: Bundy clock installed July 75. All movements directed through main gate only in August 75</p> <p>Community work: as in 1969-73</p>	<p>Sport: cricket and soccer played with outside groups</p> <p>Education: encouraged</p> <p>Other: church services held at complex for inmates and visitors at weekend afternoons.</p> <p>Community work: as in 1969-73.</p>

Area of development	1969-73	1974-76	1977
<p>9. <u>Inmate privileges</u></p>	<p>As above plus communal T.V. Weekend leave one weekend per month if community service work performed.</p>	<p>As above plus private T.V., stereo, radio, tape recorders allowed. Coin operated phone installed for general use. Savings could be used to buy furniture, clothing and necessities for dependants upon approval by co-ordinator.</p>	<p>As above plus private audio-visual gear allowed. Additional coin operated phones installed. Savings could be used to buy clothing or for special expenditure by dependants upon approval by superintendent.</p>
<p>10. <u>Local rules-financial aspects</u></p> <p>See also Appendix 8 for a copy of local rules which have applied since the programme's inception.</p>	<p><u>Handling of wages:</u> inmate collects pay and hands it intact to the Administrator or his deputy.</p> <p><u>Initial costs of fares, clothes</u> may be subsidized from petty cash and the outlay reimbursed from subsequent earnings.</p> <p><u>Disbursement of wages</u></p> <p>A. board and lodging B. travelling and other expenses C. maintenance of wife and dependants D. payment of fines or compensation E. residue placed in savings account</p>	<p>Accommodation charges gradually increased from \$12 per week in July 69 to \$21 per week in May 1975.</p> <p>From July 1975 the board and lodging fee was calculated at 15% of the average male weekly earnings figure for N.S.W. (to nearest dollar) as published by the A.B.S. Adjustments were to be made in July and January each year, using A.B.S. figures for the previous March and September quarters respectively.</p>	<p>As for 1976.</p> <p><u>Note:</u> Since inception of the scheme payments to wife would reduce the amount of her widow's pension, if received, by the extent of earnings paid to her by her husband on work release.</p>

APPENDIX 2.

Inmate description : respondents to 1977 attitude studyTable 1. Period of time spent on work release at date of interviews

Period	S/W House* inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
Under 1 month	7	23.4	7	17.9	14	20.2
1 month & less than 3 months	8	26.7	12	30.8	20	29.0
3 months & less than 6 months	9	30.0	14	35.9	23	33.3
6 months & less than 9 months	3	10.0	3	7.7	6	8.7
9 months & less than 12 months	1	3.3	-	-	1	1.5
Over 12 months	-	-	1	2.6	1	1.5
Not stated	2	6.7	2	5.1	4	5.8
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 0.6537 \quad df = 3 \quad n.s.$$

Table 2. Job on work release at date of interview

Type of job	S/W House* inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
Professional & technical	1	3.3	2	5.1	3	4.4
Administrative & clerical	4	13.3	-	-	4	5.8
Sales	3	10.0	1	2.6	4	5.8
Gardening & rural	4	13.3	1	2.6	5	7.2
Trades & production	12	40.0	23	59.0	35	50.7
Labouring	2	6.7	7	17.9	9	13.0
Driving	2	6.7	-	-	2	2.9
Service, sport & recreation	-	-	4	10.2	4	5.8
Not stated	2	6.7	1	2.6	3	4.4
Total	30	100.0	39	100.0	69	100.0

* Silverwater House

$$\chi^2 = 7.0679 \quad df = 2 \quad p < .05$$

Table 3. Ages of work release populations at date of interview

Age group	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
18 years & less than 21 years	3	9.4	5	10.9	8	10.3
21 years & less than 25 years	6	18.7	16	34.8	22	28.2
25 years & less than 30 years	7	21.9	16	34.8	23	29.5
30 years & less than 35 years	6	18.7	7	15.2	13	16.7
35 years & less than 40 years	4	12.5	2	4.3	6	7.7
40 years & less than 50 years	3	9.4	-	-	3	3.8
50 years & over	3	9.4	-	-	3	3.8
Total	32	100.0	46	100.0	78	100.0

$t = 4.1579$ $df = 76$ $p < .001$

Table 4. Offences of work release populations at date of interview

Offence category	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
Homicide	4	12.5	-	-	4	5.1
Major assault	3	9.4	1	2.2	4	5.1
Robbery	7	21.9	14	30.4	21	26.9
Rape & sexual assault	1	3.1	1	2.2	2	2.6
Fraud	5	15.6	2	4.3	7	9.0
Property offences	7	21.9	15	32.6	22	28.2
Drug offences	2	6.2	9	19.6	11	14.1
Breach offences	2	6.2	4	8.7	6	7.7
Other offences (culpable driving)	1	3.1	-	-	1	1.3
Total	32	100.0	46	100.0	78	100.0

$\chi^2 = 13.5146$ $df = 5$ $p < .02$

APPENDIX 3. Inmate attitudes to work release : 1977 study

A. Analysed by location of respondents

Table 5. Attitude to job

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Very happy</u> - not hard work, very enjoyable what I wanted, challenging worthwhile future prospects	7	23.3	3	7.7	10	14.5
<u>Happy</u> - usual work for me, varied	12	40.0	7	17.9	19	27.5
<u>O.K.</u> - just to fill in on work release not what really wanted but O.K.	8	26.7	21	53.8	29	42.0
<u>Poor</u> - hard, never done it before, not enough work, overworked, boring	2	6.7	6	15.4	8	11.6
<u>Very poor</u> - terrible	1	3.3	1	2.6	2	2.9
<u>Not stated</u>	-	-	1	2.6	1	1.5
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 9.4062 \quad df = 2 \quad p < .01$$

Table 6. Attitude to pay

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Very happy</u> -really good	2	6.7	2	5.1	4	5.8
<u>Happy</u> -good money	5	16.7	4	10.3	9	13.0
<u>O.K.</u> -average, award, sufficient	11	36.6	15	38.5	26	37.7
<u>Poor</u> -not good enough, inadequate on release, less than if free to negotiate	5	16.7	6	15.4	11	15.9
<u>Very poor</u>	1	3.3	2	5.1	3	4.4
<u>Not stated</u>	6	20.0	10	25.6	16	23.2
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 0.5105 \quad df = 2 \quad n.s.$$

Table 7. Attitude to method of job placement
by Employment Officer

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Very good</u>	4	13.3	2	5.1	6	8.7
<u>Good</u>	6	20.0	16	41.0	22	31.9
<u>Poor</u> -too slow, waiting list unnecessary	2	6.7	4	10.3	6	8.7
<u>Very poor</u>	2	6.7	1	2.6	3	4.4
<u>Not stated</u>	4	13.3	5	12.8	9	13.0
<u>Not applicable</u> -job found by inmate, arranged through friend, returned to former job	12	40.0	11	28.2	23	33.3
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 1.0666 \quad df = 1 \quad n.s.$$

Table 8. Attitude to bundy system

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - stops unfounded accusations of crime, stops unauthorized leave from centre, necessary here, only way to keep track of movements	7	23.3	3	7.7	10	14.5
<u>Accepting</u> - no viable alternative, no problems, a necessary evil	17	56.7	30	76.9	47	68.1
<u>Unfavourable</u> - ridiculous, could be improved, sometimes annoying, too limited for job demands, does more harm than good, unnecessary, should be at main gate	5	16.7	4	10.3	9	13.0
<u>Not stated</u>	1	3.3	2	5.1	3	4.4
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 4.4015 \quad df = 2 \quad n.s.$$

Table 9. Attitude to transport

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - good, use company car, boss pays for taxi	8	26.7	5	12.8	13	18.8
<u>Accepting</u> - no problems, no alternatives	9	30.0	20	51.3	29	42.0
<u>Unfavourable</u> - lack of public transport, taxis expensive, hard to get lift approved	12	40.0	8	20.5	20	29.0
<u>Not applicable</u> - walk to work	-	-	5	12.8	5	7.3
<u>Not stated</u>	1	3.3	1	2.6	2	2.9
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 5.4294 \quad df = 2 \quad n.s.$$

Table 10. Attitude to facilities for sports

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - very good, good	3	10.0	6	15.4	9	13.0
<u>Accepting</u> - ordinary, O.K., not interested in sport	8	26.7	3	7.7	11	15.9
<u>Unfavourable</u> - insufficient space or facilities, nothing available, lack of organized teams, men not interested, lack of gym equipment, basketball court needed	18	60.0	28	71.8	46	66.7
<u>Not stated</u>	1	3.3	2	5.1	3	4.4
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 4.5427 \quad df = 2 \quad n.s.$$

Table 11. Attitude to facilities for hobbies

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - good, space and privacy in room	4	13.3	1	2.6	5	7.3
<u>Accepting</u> - ordinary, O.K., little emphasis on hobbies, people here not interested	8	26.7	4	10.2	12	17.4
<u>Unfavourable</u> - lack of space, lack of equipment, very difficult to study, workshop needed, recreation room needed, no encouragement to find aptitudes	16	53.3	31	79.5	47	68.1
<u>Not stated</u>	2	6.7	3	7.7	5	7.2
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 7.0331 \quad df = 2 \quad p < .05$$

Table 12. Attitude to accommodation

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - excellent, good, better than other gaols	22	73.4	10	25.6	32	46.4
<u>Accepting</u> - O.K., average	6	20.0	16	41.0	22	31.9
<u>Unfavourable</u> - very poor, overcrowded, problem of different working times in shared room	1	3.3	12	30.8	13	18.8
<u>Not stated</u>	1	3.3	1	2.6	2	2.9
Total	30	100.0	39	100.0	69	100.0

$\chi^2 = 17.4623$ $df = 2$ $p < .001$

Table 13. Attitude to visiting arrangements

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - very good, good	11	36.7	9	23.1	20	29.0
<u>Accepting</u> - O.K., fair	6	20.0	14	35.9	20	29.0
<u>Unfavourable</u> - lack of wet weather facilities, visits too short, lack of seats, confined area, lack of privacy for visits	13	43.3	16	41.0	29	42.0
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 2.5787 \quad df = 2 \quad n.s.$$

Table 14. Attitude to weekend community work

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - enjoyable, helping others, helping us to mix, getting away from centre	12	40.0	11	28.2	23	33.3
<u>Accepting</u> - O.K., way of getting weekend leave, don't mind but we don't accomplish much, don't do it (5)	11	36.7	16	41.0	27	39.1
<u>Unfavourable</u> - should not be compulsory, unfair to work us seven days a week, lacks variety, no time for self, hard to get up at 6 a.m. Sunday, park rangers give us the bad jobs	6	20.0	8	20.5	14	20.3
<u>Not stated</u>	1	3.3	4	10.3	5	7.3
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 0.7002$$

df = 2 n.s.

Table 15. Attitude to leave credit system

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - excellent, good, breaks up weekend a bit, helps you appreciate leave, motivates people to clean up at Silverwater	13	43.3	9	23.1	22	31.9
<u>Accepting</u> - O.K., necessary	7	23.3	15	38.5	22	31.9
<u>Unfavourable</u> - should not be compulsory, unfair, cuts into free time too much, just a means of occupying inmates at weekends, waste of time for amount of work done, leave should be based on personal conduct, used as a lever by staff	8	26.7	14	35.9	22	31.9
<u>Not stated</u>	2	6.7	1	2.5	3	4.3
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 3.8471 \quad df = 2 \quad n.s.$$

Table 16. Attitude to ideal size of centre

Ideal size - no. of inmates	S/W House inmates		Irwin House inmates		Total	
	No.	%*	No.	%*	No.	%*
Under 15 inmates	1	5.3	2	8.3	3	7.0
15 and less than 25 inmates	1	5.3	-	-	1	2.3
25 and less than 50 inmates	5	26.3	1	4.2	6	14.0
50 and less than 75 inmates	2	10.5	1	4.2	3	7.0
75 and less than 100 inmates	1	5.3	4	16.6	5	11.6
100 inmates and over	9	47.3	16	66.7	25	58.1
Not stated	11	-	15	-	26	-
Total	30	100.0	39	100.0	69	100.0

* excluding those not specifying an ideal size

$$\chi^2 = 3.5265 \quad df = 2 \quad n.s.$$

Comments on size : should be separate from pre-work release (3)
 as many as possible should be placed on the scheme (12)
 present size is good (9)
 should be smaller : to be nearer to jobs (6), to allow knowledge and control of
 inmates (4)
 to allow personal involvement (5), to enhance rehabilitation (1)
 to be more efficient, create less problems (2).

Table 17. Attitude to payments for board and accommodation

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - very cheap, very fair, meals are good, convenient	17	56.7	15	38.5	32	46.4
<u>Accepting</u> - O.K., understandable, O.K. if does not increase	4	13.3	12	30.8	16	23.2
<u>Unfavourable</u> - too expensive, too much paid for quality of food, should not be charged as we are paying taxes, too much paid for overcrowded accommodation, should be based on number of meals eaten at centre, should be reduced to allow more payments for debts, dependents	7	23.3	8	20.5	15	21.7
<u>Not stated</u>	2	6.7	4	10.2	6	8.7
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 1.0166 \quad df = 2 \quad n.s.$$

Table 18. Attitude to payments to dependents

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - very good, reason we are here, glad to pay, should be compulsory	14	46.7	11	28.2	25	36.2
<u>Accepting</u> - O.K., not applicable (23)	10	33.3	23	59.0	33	47.8
<u>Unfavourable</u> - should not be compulsory, some restrictions on amounts that can be given are unfair, unfair to pay board for family and board here, would like to give money personally	3	10.0	5	12.8	8	11.6
<u>Not stated</u>	3	10.0	-	-	3	4.4
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 3.9320 \quad df = 2 \quad n.s.$$

Table 19. Attitude to allowance for fares and incidentals

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - good, sufficient, reasonable	16	53.3	21	53.8	37	53.6
<u>Accepting</u> - O.K.	4	13.3	11	28.2	15	21.7
<u>Unfavourable</u> - insufficient, insufficient when we have to pay taxi fares	8	26.7	6	15.4	14	20.3
<u>Not stated</u>	2	6.7	1	2.6	3	4.4
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 2.7786 \quad df = 2 \quad n.s.$$

Table 20. Attitude to provision for other expenses

Attitude	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
<u>Favourable</u> - good, adequate	15	50.0	13	33.3	28	40.6
<u>Accepting</u> - no problems, have not used provision (9)	5	16.7	14	35.9	19	27.5
<u>Unfavourable</u> - insufficient amounts allowed, discretion allows for discrimination, unsatisfactory system, applications discouraged by staff, delays in obtaining money, difficult to get money to buy presents, should be allowed to use private cash	7	23.3	12	30.8	19	27.5
<u>Not stated</u>	3	10.0	-	-	3	4.4
Total	30	100.0	39	100.0	69	100.0

$$\chi^2 = 3.6602 \quad df = 2 \quad n.s.$$

Table 21. Benefits of work release (multiple responses)

Benefits	S/W House inmates		Irwin House inmates		Total	
	No.	%*	No.	%*	No.	%*
Financial - earning wage, money on release	16	53.3	22	56.4	38	55.1
Resocialization - relating to people, gradual return to community	7	23.3	9	23.1	16	23.2
Employment - job continuity, learn to keep job	5	16.7	4	10.3	9	13.0
Support of family	2	6.7	5	12.8	7	10.1
Rehabilitation - stops further crime	3	10.0	2	5.1	5	7.3
Personal attitude change - changed self image, peace	2	6.7	1	2.6	3	4.4
Weekend leave	2	6.7	-	-	2	2.9
Enjoyment of centre	2	6.7	-	-	2	2.9
Everything	-	-	1	2.6	1	1.5
Not stated	4	13.3	4	10.3	8	11.6
Total	43	-	48	-	91	-

* Percentage based on total inmates, not total responses i.e. 30, 39 and 69 respectively

Table 22. Problems of work release

Problems	S/W House inmates		Irwin House inmates		Total	
	No.	%	No.	%	No.	%
Nil	12	40.0	18	46.1	30	43.5
Rules - threat of removal, being in gaol, need to return on time, restrictions because of pre-work release, escapes, drugs, unable to drive to work	6	20.0	6	15.4	12	17.4
Social - adjusting to society, restricted weekend leave, relations with officers, being unable to socialize after work, lack of family contact	2	6.7	4	10.3	6	8.7
Employment - lack of choice, lack of advancement, difficult to get right job	2	6.7	3	7.7	5	7.3
Personal - state of semi-freedom, returning to centre, when sick	3	10.0	2	5.1	5	7.2
Facilities - overcrowding, lack of things to do at night	-	-	2	5.1	2	2.9
Not stated	5	16.6	4	10.3	9	13.0
Total	30	100.0	39	100.0	69	100.0

B. Analysed by length of time respondents had spent on work release

Table 23. Attitude to job

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Very happy	6	17.7	4	11.4	10	14.5
Happy	8	23.5	11	31.4	19	27.5
O.K.	14	41.2	15	42.9	29	42.0
Poor	4	11.8	4	11.4	8	11.6
Very poor	1	2.9	1	2.9	2	2.9
Not specified	1	2.9	-	-	1	1.5
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.4104 \quad df = 2 \quad n.s.$$

Table 24. Attitude to pay

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Very happy	1	2.9	3	8.6	4	5.8
Happy	5	14.7	4	11.4	9	13.0
O.K.	14	41.1	12	34.3	26	37.7
Poor	6	17.7	5	14.3	11	15.9
Very poor	2	5.9	1	2.9	3	4.4
Not specified	6	17.7	10	28.5	16	23.2
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.3475 \quad df = 2 \quad n.s.$$

Table 25. Attitude to method of obtaining job

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Very good	4	11.8	2	5.7	6	8.7
Good	10	29.4	12	34.3	22	31.9
Poor	2	5.9	4	11.4	6	8.7
Very poor	1	2.9	2	5.7	3	4.4
Not specified/ not applicable	17	50.0	15	42.9	32	46.3
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 1.1106 \quad df = 2 \quad n.s.$$

Table 26. Attitude to bundy system

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	4	11.8	6	17.1	10	14.5
Accepting	23	67.6	24	68.6	47	68.1
Unfavourable	6	17.7	3	8.6	9	13.0
Not specified	1	2.9	2	5.7	3	4.4
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 1.4208 \quad df = 2 \quad n.s.$$

Table 27. Attitude to transport

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	7	20.6	6	17.1	13	18.8
Accepting	12	35.3	17	48.6	29	42.0
Unfavourable	11	32.3	9	25.7	20	29.0
Not applicable	2	5.9	3	8.6	5	7.3
Not stated	2	5.9	-	-	2	2.9
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 1.0755 \quad df = 2 \quad n.s.$$

Table 28. Attitude to facilities for sports

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	6	17.6	3	8.6	9	13.0
Accepting	6	17.7	45	14.3	11	15.9
Unfavourable	21	61.8	25	71.4	46	66.7
Not stated	1	2.9	2	5.7	3	4.4
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 1.4384 \quad df = 2 \quad n.s.$$

Table 29. Attitude to facilities for hobbies

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	3	8.8	2	5.7	5	7.3
Accepting	7	20.6	5	14.3	12	17.4
Unfavourable	22	64.7	25	71.4	47	68.1
Not stated	2	5.9	3	8.6	5	7.2
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.7248 \quad df = 2 \quad n.s.$$

Table 30. Attitude to accommodation

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	16	47.1	16	45.7	32	46.4
Accepting	14	41.2	8	22.9	22	31.9
Unfavourable	3	8.8	10	28.6	13	18.8
Not stated	1	2.9	1	2.8	2	2.9
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 5.3916 \quad df = 2 \quad n.s. \quad (p < .1)$$

Table 31. Attitude to arrangements for visits

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	11	32.4	9	25.7	20	29.0
Accepting	10	29.4	10	28.6	20	29.0
Unfavourable	13	38.2	16	45.7	29	42.0
Not stated	-	-	-	-	-	-
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.4961 \quad df = 2 \quad n.s.$$

Table 32. Attitude to weekend community work

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	11	32.4	12	34.3	23	33.3
Accepting	14	41.2	13	37.1	27	39.1
Unfavourable	6	17.6	8	22.9	14	20.3
Not stated	3	8.8	2	5.7	5	7.3
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.3043 \quad df = 2 \quad n.s.$$

Table 33. Attitude to weekend leave credits

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	12	35.3	10	28.6	22	31.9
Accepting	10	29.4	12	34.3	22	31.9
Unfavourable	11	32.4	11	31.4	22	31.9
Not stated	1	2.9	2	5.7	3	4.3
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.3640 \quad df = 2 \quad n.s.$$

Table 34. Ideal size of a work release centre

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Under 15 inmates	2	5.9	1	2.9	3	4.3
15 < 25 inmates	1	2.9	-	-	1	1.5
25 < 50 inmates	3	8.8	3	8.6	6	8.7
50 < 100 inmates	2	5.9	6	17.1	8	11.6
100 and over	11	32.4	14	40.0	25	36.2
Not stated	15	44.1	11	31.4	26	37.7
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 2.2087 \quad df = 2 \quad n.s.$$

Table 35. Attitudes to payments for board and accommodation

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	17	50.0	15	42.9	32	46.4
Accepting	10	29.4	6	17.1	16	23.2
Unfavourable	4	11.8	11	31.4	15	21.7
Not stated	3	8.8	3	8.6	6	8.7
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 4.8039 \quad df = 2 \quad n.s. \quad (p < .1)$$

Table 36. Attitude to payments to dependents

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	14	41.3	11	31.4	25	36.2
Accepting	18	52.9	15	42.9	33	47.8
Unfavourable	1	2.9	7	20.0	8	11.6
Not stated	1	2.9	2	5.7	3	4.4
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 5.1328 \quad df = 2 \quad n.s. \quad (p < .1)$$

Table 37. Attitude to allowance for fares and incidentals

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	19	55.9	18	51.4	37	53.6
Accepting	8	23.5	7	20.0	15	21.7
Unfavourable	6	17.7	8	22.9	14	20.3
Not stated	1	2.9	2	5.7	3	4.4
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.3796 \quad df = 2 \quad n.s.$$

Table 38. Attitude to provision for other expenses

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Favourable	12	35.3	16	45.7	28	40.6
Accepting	10	29.4	9	25.7	19	27.5
Unfavourable	10	29.4	9	25.7	19	27.5
Not stated	2	5.9	1	2.9	3	4.4
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 0.5369 \quad df = 2 \quad n.s.$$

Table 39. Benefits of work release
(multiple responses)

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Financial	16	39.0	22	44.0	38	41.7
Employment	3	7.3	6	12.0	9	9.9
Resocial- ization	6	14.7	10	20.0	16	17.6
Personal gains	1	2.4	2	4.0	3	3.3
Support of family	4	9.8	3	6.0	7	7.7
Weekend leave	-	-	2	4.0	2	2.2
Rehab- ilitation	4	9.8	1	2.0	5	5.5
Enjoyment of centre	1	2.4	1	2.0	2	2.2
Everything	1	2.4	-	-	1	1.1
Not stated	5	12.2	3	6.0	8	8.8
Total	41	100.0	50	100.0	91	100.0

$$\chi^2 = 2.3297 \quad df = 4 \quad n.s.$$

Table 40. Problems of work release

Attitude	Under 3m		3m and over		Total	
	No.	%	No.	%	No.	%
Nil problems	13	38.3	17	48.6	30	43.5
Employment	2	5.9	3	8.6	5	7.3
Social	3	8.8	3	8.6	6	8.7
Rules and regulations	7	20.6	5	14.3	12	17.4
Facilities at centre	1	2.9	1	2.8	2	2.9
Personal	3	8.8	2	5.7	5	7.2
Not stated	5	14.7	4	11.4	9	13.0
Total	34	100.0	35	100.0	69	100.0

$$\chi^2 = 1.0440 \quad df = 3 \quad n.s.$$

APPENDIX 4. Inmate responses to social atmosphere scale :
Silverwater house residents and Irwin house residents 1977

Statements		Silverwater House				Irwin House				Total			
		Agree	Dis- agree	Un- certain	Total	Agree	Dis- agree	Un- certain	Total	Agree	Dis- agree	Un- certain	Total
1. <u>Staff scale</u>													
d)*Staff take a personal interest in each man	N	19	3	8	30	13	17	9	39	32	20	17	69
	%	63	10	27		33	44	23		46	29	25	
	**Score	38	0	8	46	26	0	9	35	64	0	17	81
f) No-one really listens to what residents have to say	N	8	14	8	30	17	13	9	39	25	27	17	69
	%	27	46	27		44	33	23		36	39	25	
	Score	0	28	8	36	0	26	9	35	0	54	17	71
h) Staff are truly interested in helping residents with their problems	N	16	7	7	30	10	17	12	39	26	24	19	69
	%	54	23	23		26	44	30		38	35	27	
	Score	32	0	7	39	20	0	12	32	52	0	19	71
k) Too much notice is taken of a resident's wrongs not what he does well	N	11	12	7	30	23	8	8	39	34	20	15	69
	%	37	40	23		59	20	21		49	29	22	
	Score	0	24	7	31	0	16	8	24	0	40	15	55
Total staff scores					152				126				278
Average					5.0667				3.2308				4.0290

* Letters indicate the order in which the statements appeared on the social atmosphere scale

** See page 109 for note on scoring

Statements	Silverwater House				Irwin House				Total					
	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total		
2. <u>Inmate scale</u>														
	e) Most men usually help someone if he is feeling 'down'	N	20	7	3	30	21	13	5	39	41	20	8	69
		%	67	23	10		54	33	13		59	29	12	
	Score	40	0	3	43	42	0	5	47	82	0	8	90	
g) Most residents have few friends	N	9	17	4	30	17	14	8	39	26	31	12	69	
	%	30	57	13		44	36	20		38	45	17		
	Score	0	34	4	38	0	28	8	36	0	62	12	74	
i) Men take pride in their appearance	N	17	7	6	30	24	10	5	39	41	17	11	69	
	%	57	23	20		61	26	13		59	25	16		
	Score	34	0	6	40	48	0	5	53	82	0	11	93	
p) It is difficult to settle back after weekend leave	N	6	19	5	30	15	17	7	39	21	36	12	69	
	%	20	63	17		38	44	18		30	53	17		
	Score	0	38	5	43	0	34	7	41	0	72	12	84	
q) Residents keep apart from work-mates	N	4	20	6	30	10	19	10	39	14	39	16	69	
	%	13	67	20		26	48	26		20	57	23		
	Score	0	40	6	46	0	38	10	48	0	78	16	94	

Statements	Silverwater House				Irwin House				Total				
	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total	
2. <u>Inmate scale</u> cont'd.													
r) It is difficult to come back after weekend leave	N	7	19	4	30	9	21	9	39	16	40	13	69
	%	23	63	14		23	54	23		23	58	19	
	Score	0	38	4	42	0	42	9	51	0	80	13	93
Total inmate score					252				276				528
Average					8.4000				7.0769				7.6522

Note : Scoring of statements

For statements indicating a favourable assessment of staff, inmates and programme (items c, d, e, h, i, j, m, s) the following scoring applies:

Agree - 2
Disagree - 0
Uncertain - 1

For statements indicating an unfavourable assessment of staff, inmates and programme (items a, b, f, g, k, l, n, o, p, q, r, t) the following scoring applies:

Agree - 0
Disagree - 2
Uncertain - 1

Statements	Silverwater House				Irwin House				Total				
	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total	
3. Programme scale													
a) Men don't have enough time for themselves	N	5	24	1	30	9	27	3	39	14	51	4	69
	%	17	80	3		23	69	8		20	74	6	
	Score	0	48	1	49	0	54	3	57	0	102	4	106
b) Food here is not as good as it could be	N	8	19	3	30	17	21	1	39	25	40	4	69
	%	27	63	10		44	54	2		36	58	6	
	Score	0	38	3	41	0	42	1	43	0	80	4	84
c) The Centre is a bright and cheerful place to live in	N	12	12	6	30	13	22	4	39	25	34	10	69
	%	40	40	20		33	57	10		36	49	15	
	Score	24	0	6	30	26	0	4	30	50	0	10	60
j) There are a good number of sports to choose from	N	10	16	4	30	9	25	5	39	19	41	9	69
	%	33	53	14		23	64	13		28	59	13	
	Score	20	0	4	24	18	0	5	23	38	0	9	47
l) There is not enough time for fun and relaxation	N	5	20	5	30	13	18	8	39	18	38	13	69
	%	17	66	17		33	46	21		26	55	19	
	Score	0	40	5	45	0	36	8	44	0	76	13	89

Statements 3. Programme scale cont'd.		Silverwater House				Irwin House				Total			
		Agree	Dis- agree	Un- certain	Total	Agree	Dis- agree	Un- certain	Total	Agree	Dis- agree	Un- certain	Total
m) There would be chaos if there were fewer rules	N	11	15	4	30	17	12	10	39	28	27	14	69
	%	37	50	13		44	31	25		41	39	20	
	Score	22	0	4	26	34	0	10	44	56	0	14	70
n) Too much emphasis is placed on rules and regulations	N	7	16	7	30	18	15	6	39	25	31	13	69
	%	23	53	24		46	38	16		36	45	19	
	Score	0	32	7	39	0	30	6	36	0	62	13	75
o) Restrictions placed on spending money are unfair	N	7	18	5	30	19	15	5	39	26	33	10	69
	%	23	60	17		49	38	13		38	48	14	
	Score	0	36	5	41	0	30	5	35	0	66	10	76

Statements	Silverwater House				Irwin House				Total			
	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total	Agree	Dis-agree	Un-certain	Total
3. <u>Programme scale</u> cont'd.												
s) Counselling sessions are helpful	N 16	6	8	30	17	11	11	39	33	17	19	69
	% 53	20	27		44	28	28		48	25	27	
	Score 32	0	8	40	34	0	11	45	66	0	19	85
t) Too many personal questions are asked in counselling	N 4	19	7	30	13	12	14	39	17	31	21	69
	% 13	64	23		33	31	36		25	45	30	
	Score 0	38	7	45	0	24	14	38	0	62	21	83
Total programme scores Average				380 12.6667				395 10.1282				775 11.2319
Grand total scores Average				784 26.1333				797 20.4359				1581 22.9130

t-tests Silverwater House and Irwin House compared

1. Total scores : $t = 2.9291$ $df = 67$ $p < .01$
2. Programme scores: $t = 2.2400$ $df = 67$ $p < .05$
3. Inmate scores : $t = 1.8781$ $df = 67$ n.s. at $p < .05$
4. Staff scores : $t = 3.1631$ $df = 67$ $p < .01$

APPENDIX 5. Inmate responses to social atmosphere scale :
1974-76 work releasees and 1977 work releasees

Statements	1974-76 work releasees				1977 work releasees			
	Agree	Dis-agree	Uncertain	Total	Agree	Dis-agree	Uncertain	Total
1. <u>Staff scale</u>								
d) Staff take a personal interest in each man	N 66	56	20	142	32	20	17	69
	% 47	39	14		46	29	25	
	Score 132	0	20	152	64	0	17	81
f) No-one really listens to what residents have to say	N 42	85	15	142	25	27	17	69
	% 30	60	10		36	39	25	
	Score 0	170	15	185	0	54	17	71
h) Staff are truly interested in helping residents with their problems	N 80	41	21	142	26	24	19	69
	% 56	29	15		38	35	27	
	Score 160	0	21	181	52	0	19	71
k) Too much notice is taken of a resident's wrongs not what he does well	N 85	46	11	142	34	20	15	69
	% 60	32	8		49	29	22	
	Score 0	92	11	103	0	40	15	55
Total staff scores				621				278
Average				4.3733				4.0290

Statements		1974-76 work releasees				1977 work releasees			
		Agree	Dis-agree	Uncertain	Total	Agree	Dis-agree	Uncertain	Total
2. <u>Inmate scale</u>									
e) Most men usually help someone if he is feeling 'down'	N	77	52	13	142	41	20	8	69
	%	54	37	9		59	29	12	
	Score	154	0	13	167	82	0	8	90
g) Most residents have few friends	N	78	53	11	142	26	31	12	69
	%	55	37	8		38	45	17	
	Score	0	106	11	117	0	62	12	74
i) Men take pride in their appearance	N	97	32	13	142	41	17	11	69
	%	68	23	9		59	25	16	
	Score	194	0	13	207	82	0	11	93
p) It is difficult to settle back after weekend leave	N	51	78	13	142	21	36	12	69
	%	36	55	9		30	53	17	
	Score	0	156	13	169	0	72	12	84
q) Residents keep apart from work-mates	N	38	90	14	142	14	39	16	69
	%	27	63	10		20	57	23	
	Score	0	180	14	194	0	78	16	94

Statements	1974-76 work releasees				1977 work releasees			
	Agree	Dis-agree	Uncertain	Total	Agree	Dis-agree	Uncertain	Total
2. <u>Inmate scale</u> cont'd.								
r) It is difficult to come back after weekend leave	N 89	37	16	142	16	40	13	69
	% 63	26	11		23	58	19	
Score	178	0	16	194	0	80	13	93
Total inmate score				1048				528
Average				7.3803				7.6522

Statements		1974-76 work releasees				1977 work releasees			
		Agree	Dis-agree	Uncertain	Total	Agree	Dis-agree	Uncertain	Total
3. Programme scale									
a) Men don't have enough time for themselves	N	43	94	5	142	14	51	4	69
	%	30	66	4		20	74	6	
	Score	0	188	5	193	0	102	4	106
b) Food here is not as good as it could be	N	37	98	7	142	25	40	4	69
	%	26	69	5		36	58	6	
	Score	0	196	7	203	0	80	4	84
c) The Centre is a bright and cheerful place to live in	N	57	77	8	142	25	34	10	69
	%	40	54	6		36	49	15	
	Score	114	0	8	122	50	0	10	60
j) There are a good number of sports to choose from	N	58	81	3	142	19	41	9	69
	%	41	57	2		28	59	13	
	Score	116	0	3	119	38	0	9	47
l) There is not enough time for fun and relaxation	N	55	78	9	142	18	38	13	69
	%	39	55	6		26	55	19	
	Score	0	156	9	165	0	76	13	89

Statements		1974-76 work releasees				1977 work releasees			
		Agree	Dis-agree	Uncertain	Total	Agree	Dis-agree	Uncertain	Total
3. <u>Programme scale</u> cont'd.									
m) There would be chaos if there were fewer rules	N	81	53	8	142	28	27	14	69
	%	57	37	6		41	39	20	
	Score	162	0	8	170	56	0	14	70
n) Too much emphasis is placed on rules and regulations	N	59	72	11	142	25	31	13	69
	%	42	51	7		36	45	19	
	Score	0	144	11	155	0	62	13	75
o) Restrictions placed on spending money are unfair	N	62	74	6	142	26	33	10	69
	%	44	52	4		38	48	14	
	Score	0	148	6	154	0	66	10	76

Statements	1974-76 work releasees				1977 work releasees			
	Agree	Dis-agree	Uncertain	Total	Agree	Dis-agree	Uncertain	Total
3. <u>Programme scale</u> cont'd.								
s) Counselling sessions are helpful	N 67	41	34	142	33	17	19	69
	% 47	29	24		48	25	27	
	Score 134	0	34	168	66	0	19	85
t) Too many personal questions are asked in counselling	N 41	63	38	142	17	31	21	69
	% 29	44	27		25	45	30	
	Score 0	126	38	164	0	62	21	83
Total programme score Average				1613 11.3592				775 11.2319
Grand total score Average				3282 23.1127				1581 22.9130

t-tests 1974-76 and 1977 work releasees compared

1. Total scores : t = 0.1888 df = 209 n.s.
2. Programme scores : t = 0.1939 df = 209 n.s.
3. Inmate scores : t = 0.6483 df = 209 n.s.
4. Staff scores : t = 0.9178 df = 209 n.s.

APPENDIX 6A. Attitudes of staff to Work Release

Senior Administration

Respondents	Aims	Staffing Aspects			
		Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
Senior Administration Assistant Commissioner (Admin.) - A.C.(A)	Resocialization	Ability to relate to and accept prisoners in a community	Over 1971-1973 custodial staff morale was high and professional staff morale fluctuating. High morale resulted from a small, tightly-knit group, good communication, awareness of purpose. Since then, morale has been higher than at most establishments due to communication, co-operation and identity with programme and administration.	As co-ordinator, welding the programme into a whole - staff supervision. Some P.R. reporting to C.C.S. As A.C.(A) takes total responsibility for the programme, delegated by C.C.S. including a veto on selection of participants.	Over 1971-1973 staff amenities were adequate because staff comprised older men living on the complex with little need of special facilities.
		Administrative Organization		Size and Location of Centre	
		Original staff organization over 1971-1973 was very effective since the small group allowed close contact and awareness of strengths and weaknesses.		<u>Ideal size:</u> 80 inmates per unit. <u>Ideal location:</u> Within 30 miles of Parramatta and or in an industrial area, e.g. Wollongong.	

Senior Administration cont'd.

Respondents	Aims	Staffing Aspects			
		Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
Co-ordinator	Deinstitutionalization Self responsibility Establishment of work habits Employment Funds on release Re-establishment of family ties.	Maturity Wide experience Education Intelligence Ability to relate to others.	No comment	A change agent Moderator between H.O. and Silverwater General staff administration Public relations Crisis intervenor.	No comment
	Administrative Organization		Size and Location of Centre		
	Attempted more democratic management and greater prisoner involvement, but work releasees tended to lose interest.		As the size has grown there has been greater institutionalization and lessening of personal support.		

Senior Administration cont'd.

Respondents	Prisoner Aspects		Programme and Policy Aspects			
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches
A.C.(A)	Prisoners have been selected for work release by a selection committee since inception, using stringent criteria. These have changed little since 1971 and the policy has been effective.	The programme makes difficult demands of inmates' self control e.g. to walk past hotels. Other problems are domestic difficulties, drugs, homosexuality and relationships with women.	<u>Project survival</u> limited assistance as pre-work release. <u>Edrom, Strathmore</u> little impact on work release <u>Formal social education</u> potential for greatest impact not realized. <u>SLEF</u> creates an elite prisoner professional group. <u>PLS</u> an important alternative to work release.	Arranged through specially appointed CES officers. Very effective system. Since 1973 there has been greater acceptance of inmates working in their own business and of inmates finding their own jobs.	Since 1973 there has been an elimination of individual sports from the recreational programme resulting in prisoner resentment but officer satisfaction.	Where there is any doubt about a serious breach the offender is removed and a full investigation made. The offender may be re-admitted to work release if the investigation shows sufficient reason for the breach or that the offender did not breach.
Evaluation of Scheme						
Benefits			Problems			
An acceptable alternative to traditional correctional doctrine. Programme facilitated by size, slow rate of growth, advantages for staff and prisoners perceived by both groups.			Time demanded of staff to establish programme.			

Senior Administration cont'd.

Respondents	Prisoner Aspects		Programme and Policy Aspects			
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches
Co-ordinator	No comment	With growth of the scheme there has been less personal involvement by staff and more responsibility to the prisoner.	<p>Aims of formal social education scheme:</p> <p>assessment resocialization education</p> <p>Means of gaining house staff</p> <p><u>Reasons for termination</u></p> <p>custodial resistance professional disagreement administrative problems competition from alternative schemes.</p> <p><u>Ideal pre-work release</u></p> <p>In separate institution Combine assessment and training in social skills.</p>	<p>Employers readily accept scheme and co-operate.</p> <p><u>Reasons</u></p> <p>1. Work releasees have better attendance, motivation and work harder than other employees.</p> <p>2. Satisfaction of helping the underdog.</p>	No comment	Every breach is investigated and the offender given another chance if appropriate.

Senior Administration cont'd.

Respondents	Evaluation of Scheme	
	Benefits	Problems
Co-ordinator	The prisoner makes decisions resulting in self confidence, achievement, less pronounced "anti authority" attitude.	Lack of support from Head Office. Poor feedback.

Complex Administration

Respondents	Aims	Staffing Aspects			
		Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
Superintendent/ Administrator of Complex 1. Past	Resocial- ization Re- integration with family Employment	No comment	Initially staff cohesion was poor but relationships with professional staff improved. Job satisfaction comes from being a part of the scheme, increased contacts with prisoners and the public.	Sees role as: Administering the programme guide to inmates. Allocation of staff duties and staff discipline.	No comment
		Administrative Organization		Size and Location of Centre	
		Allocated staff duties to give officers direct contact with a group of prisoners.		Ideally less than 50 inmates and 5 officers to allow more personal attention and open prisoner behaviour. Present location is poor with respect to access by public transport.	

Complex Administration cont'd.

Respondents	Aims	Staffing Aspects			
		Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
Superintendent/ Administrator of Complex 2. Present	Resocialization Rehabilitation Reintegration with parents. Discharge inmate with jobs and funds. Specific problem counselling.	Efficient Flexible All rounder Not a strong disciplinarian.	Custodial- industrial staff cohesion is maintained by regular staff meetings. Previously there was friction with professional staff but relationships are now good.	Sees role as institutional management (programme, stores, funding, maintenance)	For the size of the staff, amenities are equal to any in the state.
		Administrative Organization		Size and Location of Centre	
		Officers not allocated to fixed positions but moved around for staff training and variety of duties.		Ideally less than 50 inmates as large units result in friction, too many staff, too many visitors and higher costs.	

Complex administration cont'd.

Respondents	Prisoner Aspects		Programme and Policy Aspects			
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches
Superintendent/ Administrator of Complex <u>1. Past</u>	No comment	No comment	<p>Should be separate from work release: a source of annoyance and frustration when located near the work release programme.</p> <p>There should be a separate location for assessment and a work release officer should counsel inmates before they are moved to Silverwater.</p>	No comment	<p><u>Advantages</u> Bundy system, recreation facilities, leave provisions are all good. Pay phone is excellent.</p> <p><u>Disadvantages</u> Charges for board are too high. Community work is now seen as a necessary burden.</p>	<p>Minor breaches result in a warning. If the prisoner is not fitting in, he is moved around the complex.</p> <p>In cases of serious breaches the Commissioner recommends action.</p>

Complex administration cont'd.

Respondents	Evaluation of Scheme	
	Benefits	Problems
Superintendent/ Administrator of Complex <u>1. Past</u>	<u>Prisoner</u> Pays department for upkeep. Helps support his family. Encourages responsibility and confidence. Provides job, funds, accommodation. <u>Staff</u> Relaxed atmosphere. More socially accepted.	<u>Administrative</u> Scattered accommodation. Inclusion of pre-work release. <u>Prisoner</u> On removal, wife waits for 6 weeks for social security payments. Little spending money. Start in debt as have to buy clothes etc. Transport to work.

Complex administration cont'd.

Respondents	Prisoner Aspects		Programme and Policy Aspects			
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches
Superintendent/ Administrator of Complex <u>2. Present</u>	No comment	Going to work and returning. Problems of dependents. Personal problems.	<u>Project Survival</u> Failed as pre-W/R <u>Other schemes</u> Good for assess- ment. To improve work habits before tackling an outside job. Ideally pre-work release should include: regular work organized sport social work service contact visits access to telephone	Employment Officer doing a very good job.	Bundy clock essential. Dorms not ideal but sufficient. Other facilit- ies are satisfactory. Meals have to be as good as possible because work releasees are paying board, but they are uniform over the complex. Sports and education should be organized to their maximum.	Minor breaches are dealt with locally. Major breaches are fully investigated and may result in transfer on the approval of the Assist- ant Com- missioner. The current policy is satisfactory although attempts are being made to establish counselling for certain breaches rather than removal.

Complex administration cont'd.

Respondents	Evaluation of Scheme	
	Benefits	Problems
Superintendent/ Administrator of Complex <u>2. Present</u>	<u>Prisoner</u> Low failure rate on parole. Employment, funds. Independence, Reunion with family.	<u>Administrative</u> Control of drugs and alcohol. Minor day to day running problems.

Professional and Specialist Staff

Respondents	Staffing Aspects								
	Aims	Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities				
A. <u>Social workers</u> Senior Social Worker	Resocialization of offenders	Reasonable communication Interpersonal skills Ability to refer cases where professional assistance needed Desire to work as member of team.	Good relationships with custodial staff. Some conflict with role of employment officer over job placements and communication with employers.	Role in planning and staffing professional services for work releasees and pre-work releasees. Provides support and feedback to custodial and employment officers. Major constraints comprise legal and administrative constraints.	Diningroom is now the centre of informal communication. Office space is inadequate and the switchboard service is poor.				
						Administrative Organization		Size and Location of Centre	
						Adequate in practice due to informal network		50-70 inmates best Location separate from institutional setting Ideally a hostel in residential/industrial area	

Professional and Specialist Staff cont'd.

Respondents	Staffing Aspects				
	Aims	Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
A. <u>Social workers</u> Social workers	Jobs/ money on release Family contacts	Intelligence, tolerance and from a non- custodial area.	Quiet antagonism in relationship with custodial staff.	Role seen as negotiating with the system on behalf of prisoners and counselling. Ideally role would be social readjust- ment by practical assistance.	Adequate
	Administrative Organization			Size and Location of Centre	
	There are five levels of decision making, resulting in uncertainty.			At present too big. Ideally there would be smaller units of men with similar parole dates.	

Professional and Specialist Staff cont'd.

Respondents	Staffing Aspects				
	Aims	Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
A. <u>Social workers</u> Social worker (selection)	Employment Money on release.	Sensible Concerned to assist with individual problems as far as possible.	Morale of social workers is very low.	Role in evaluating potential work releasees and presenting these cases to the selection committee.	Apart from a pleasant officers' mess, staff amenities are negligible.
	Administrative Organization			Size and Location of Centre	
	Ideally the following scheme of organization should apply: <pre> graph TD CCS --> AC_A["A.C.(A)"] AC_A --> SA["selection and administrative personnel"] AC_A --> OIC["OIC hostel"] OIC --> ID["inter-disciplinary staff"] </pre>			Ideally should comprise units of 20-25 inmates separate from pre-work release and evenly distributed throughout the metropolitan area.	

Professional and Specialist Staff cont'd.

Respondents	Prisoner Aspects		Programme and Policy Aspects			
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches
A. Social Workers Senior social worker	Inadequate. More attention to inmate's family required in matching inmate needs with programme objectives.	Normal stresses of a job, family and frustrations such as not being able to resign can be relieved by counselling.	Most pre W/R schemes have not been preparing inmates for work release but have acted as holding programmes to facilitate input to work release.	It is difficult to find jobs in times of economic recession.	Adequate. Recreational facilities inadequate.	Investigation of breaches should be conducted by personnel outside the programme for objectivity and administrative efficiency.
	Evaluation of Scheme					
	Benefits			Problems		
	Employment resources Administrative flexibility to meet inmate needs. Ability to absorb wide range of offenders.		Entry dates of pre-work releasees into programmes Handling of breaches.			

Professional and Specialist Staff cont'd.

Respondents	Prisoner Aspects		Programme and Policy Aspects			
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches
A. <u>Social Workers</u> Social workers	Selection criteria should be changed from an offence-sentence basis to prisoner needs. Life sentence prisoners should be included on the scheme.	Inconsistent administration Semi-freedom Frustration at custody. Lack of access to money (except fares) so not learning money management.	There should be no pre-work release stage at Silverwater	Jobs obtained for work releasees are often unpleasant and underpaid. Ideally prisoners should seek their own jobs. Using an employment officer, there are problems of his availability and the nature of information given to employers.	Recreational facilities are inadequate.	At present, petty breaches result in removals. This could be avoided by weekly meetings to discuss prisoner problems. The current policy relating to breaches is inconsistent.

Professional and Specialist Staff cont'd.

Respondents	Evaluation of Scheme	
	Benefits	Problems
A. <u>Social Workers</u> Social workers	Increased family contact.	Size of scheme too large. Administration cumbersome. Selection criteria too restricted.

Professional and Specialist Staff cont'd.

Respondents	Prisoner Aspects		Programme and Policy Aspects			
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches
A. Social Workers Social worker (selection)	Current criteria are loosely defined and often based on political feasibility. Selection should be based on predicted survival on the programme.	Apathy through lack of recreational facilities. Tension because of inconsistent administration. Change of jobs because of poor selection by employment officer.	Should be separate from work release.	Ideally, jobs should be found by inmates.	Lack of recreational space and facilities, library and study facilities. Weekend visits are too short. Inmates should be encouraged to pursue leisure interest with community groups.	At present, action on breaches is inconsistent and too severe, resulting in tension and greater risk of escape. Ideally there should be a range of local sanctions consistently applied.
Evaluation of Scheme						
Benefits			Problems			
Employment Funds Family contact.			The size and complexity of the programme.			

Professional and Specialist Staff cont'd.

Respondents	Staffing Aspects				
	Aims	Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
B. Other Employment Officer	Inmate responsibility Resocialization Chance for stable employment New start.	Understanding Mature Fair Consistent Understand and agree with aims of work release. Co-operative, not authoritarian.	No comment	Locates job openings, arranges interviews and facilitates employment. Constraints on role include -prejudice against inmates by some employers -skills of inmates -lack of incentive and responsibility in some inmates	There is a lack of amenities for professional staff.
	Administrative Organization			Size and Location of Centre	
	It is better to have a co-ordinator and a superintendent. The actions of the Privileges Co-ordinator clash with objectives of his role. Social workers should be employed by outside agencies, not Corrective Services.			15 inmates in centres located around the metropolitan area. Larger centres result in personality clashes.	

Professional and Specialist Staff cont'd.

Respondents	Staffing Aspects				
	Aims	Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
B. Other Co-ordinator of Privileges	Employment separation from general prison population.	At present, seniority the major criterion.	Fluctuates and is governed by the climate in other institutions e.g. general prison officer industrial matters.	Co-ordinates leave - involves clerical and field work e.g. checking address given for weekend leave.	No comment
	Administrative Organization			Size and Location of Centre	
	Satisfactory at present but needs periodic, critical review.			Ideally, small units of 10-12 inmates in areas where jobs are available to allow individual attention.	

Professional and Specialist Staff cont'd.

Respondents	Staffing Aspects				
	Aims	Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities
B. Other Principal Prison Officer (selection)	Maintain family unit Financial assistance to wife. Self respect by having job and money.	Must be able to adapt from maximum security approach.	Not good because of responsibility given to younger officers and older officers hard to change.	Screening and interviewing potential candidates for work release.	Much improved over previous situation.
	Administrative Organization		Size and Location of Centre		
	Good, but authority should be delegated more to house officers.		Ideally 30 work releasees. At present the centre is too big, resulting in a loss of personal feeling. The present location is good but other centres could be at Penrith, Hornsby and Eastern Suburbs.		

Staffing Aspects		Respondents			
Aims	Ideal Staff Qualities	Staff Morale	Role Comments	Staff Amenities	B. Other Principal Officer (selection)
<p>Must be able to adapt from maximum security approach.</p> <p>Self respect by having job and money.</p>	<p>Must be able to adapt from maximum security approach.</p> <p>Self respect by having job and money.</p>	<p>Not good because of responsibility given to younger officers and older officers hard to change.</p>	<p>Screening and interviewing candidates for work release.</p>	<p>Much improved over previous situation.</p>	
<p>Size and Location of Centre</p>					<p>Ideally 30 work releasees. At present the centre is too big, resulting in a loss of personal feeling. The present location is good but other centres could be at Perth, Hornsby and Eastern Suburbs.</p>

Respondents		Prisoner Aspects			Programme and Policy Aspects		
Employment Officer	It is good to select, as at present, more recidivists and violent inmates. Suitability for work should be given more emphasis in selection.	Semi freedom results in tensions.	It is good to have pre-work release and work release inmates in the one centre to provide an incentive.	It is difficult to obtain because of prejudice against prisoners. Hard to place skilled workers, and lack incentive and responsibility.	Appears good.	Policy seems inconsistent.	Evaluation of Scheme
	Selection	Problems	Pre-work Release	Employment	Daily Routine	Breaches	
Benefits		Problems			Ideal of responsibility yet restrictive environment. Some friction between inmates and officers.		
Responsibility Resocialization Stable employment New state.							

Respondents		Prisoner Aspects		Programme and Policy Aspects	
Co-ordinator of Privileges	Criteria at present are excellent.	Selection	<p>Inmate attitudes - gaining of privileges more important to them than going to work. Inmates learn and display the attitude that they are special and beyond reproach.</p>	Pre-work Release	<p>The work release should be separated from work release. At present there is a lack of supervision of pre-work release.</p>
		Problems	<p>Inmate attitudes should find employment, not the inmates or the employ-ment officer. Work should be found near Silver-water.</p>	Employment	<p>The routine is a little loose, with insufficient control over the working day for pre-work release. Lack of organized sports - tennis and basketball courts and films.</p>
			<p>One major breach should be sufficient grounds for removal. Individual inter-pretations predominate now.</p>	Daily Routine	
				Breaches	
Evaluation of Scheme					
Benefits			Problems		
On release	Job	Money	Accommodation	On the scheme	Privileges
<p>Blurring of roles of prison officers and prisoners. Inmates resign jobs on release. Social workers employed at the centre.</p>					

Professional and Specialist Staff cont'd.

Respondents		Prisoner Aspects			Programme and Policy Aspects		
Principal Prison Officer (selection)	Selection is	Problems	Pre-work Release	Employment	Daily Routine	Breaches	
<p>Selection is sometimes difficult because overseers like to keep their good workers.</p> <p>greater results in families contact with increased</p> <p>Pre-work release should be separated from work release. Inmates should work to earn a place in the scheme. No work date (as a work release) should be set on selection, but should depend on performance.</p> <p>Satisfactory</p> <p>Improved by additional sporting facilities (courts, pool), recreation and hobby room.</p> <p>Minor breaches result in a warning, serious breaches by removal. They are handled satisfactorily but every case must be decided on its own merits.</p>	<p>Selection is</p> <p>Problems</p> <p>Pre-work Release</p> <p>Employment</p> <p>Daily Routine</p> <p>Breaches</p>	<p>Prisoner Aspects</p> <p>Programme and Policy Aspects</p>	<p>Principal Prison Officer (selection)</p> <p>Selection is</p> <p>Problems</p> <p>Pre-work Release</p> <p>Employment</p> <p>Daily Routine</p> <p>Breaches</p>	<p>Prisoner Aspects</p> <p>Programme and Policy Aspects</p>	<p>Prisoner Aspects</p> <p>Programme and Policy Aspects</p>	<p>Prisoner Aspects</p> <p>Programme and Policy Aspects</p>	<p>Prisoner Aspects</p> <p>Programme and Policy Aspects</p>
Evaluation of Scheme							
Benefits				Problems			
<p>Money</p> <p>Job</p> <p>Family ties</p> <p>Confidence</p> <p>Acceptance by community.</p>				<p>Abuses by some inmates.</p> <p>Some staff too punitive in approach.</p>			

Hostel officers

Respondents		Staffing Aspects			
		Aims	Ideal Staff Qualities	Staff Morale	Role Comments
Hostel Officers N = 5	Rehabil-	(1) Mature	(4) Good relationships	(4) Good relationships	Advantages
	Station	(1) Flexible	(3) with other staff	(2) Improved	Satisfied with role
	release	(4) experience	(2) relationships with social workers	(1) Challenging role	Rewarding work
	Employ-	(3) Family man	(1) social workers	(2) Busy	Caterina is
	Financial	(2) help for family	(1) Maximum security	(1) operation needed	Scope for responsibility
Work	(2) record for reference	(1) Able to make decisions	(1) Complementary role	Mixing with prisoners	Shocking
on	(1) release	(1) Firm	(1) with social workers	Helping prisoners	No comment
Resocial-	(1) Fair	(1) Not	(1) but some overlap	Problems	(1) Minor breaches
ization	(2) Not	(1) autocratic	(1) with role of Employment Officer	Minor breaches	(1) Family problems
No	(1) comment	(1) Not from maximum security	(1) gaol	Problems of W/Releasees	(1) of W/Releasees
		(1) Experienced	(1) Patient	W/Releasees	(2) Lack of communication
		(1) people	(1) with	Lack of set duties	(1) requiring
				requiring	(1) Judgements
				Too much	(1) Too much
				paperwork	(1) Keeping dorms
				clean	(1) clean

Note: Numbers in brackets refer to the number of hostel officers who made that comment.

Respondents	Role Comments	Administrative Organization	Staffing Aspects
Hostel Officers N = 5	Comparison with other gaols Less tension (2) Less boredom (1) Closer relationship with public (1) More involved in management of complex (1) Duties more geared to prisoner motivation (1) Fewer barriers between officers and inmates (1)	Works well (3) Positions of Co-ordinator of Privileges and Senior Social Worker unnecessary (1) More authority to Superintendent needed (1) House administrators should have more authority (1) Good to have Liaison role in Co-ordinator of Privileges (1) Co-ordinator of Privileges should be located at complex under Superintendent (1) Co-ordinator unnecessary if Superintendent at complex (1) No comment (1)	Under 25 inmates (3) Personal contact and single accommodation (1) If bigger, more splinter groups (1) 25 < 50 (2) 40-50 men (2) allows personal attention (2) 30 men (1) staff not bogged down with daily requests.

Respondents	Prisoner Aspects	Programme and Policy Aspects
<p>Hostel Officers N = 5</p>	<p>Include First offenders (1) Serious offences (2) Married people (1) near freedom (2) Family (1) Vulnerable to family problems (2) Exclude Drug addicts (1) Officer -extra supervision Inconsistent Lack of leisure facilities (1)</p>	<p>Pre-work Release Project survival Irrelevant (1) unsuccessful STEF Tension of (1) near freedom (2) provide job skills for some (1) PLS creates more work for staff and (1) prisoner tension Normal social education Well received (1) good preparation (1) General pre-W/R necessary as labour pool allows flow to W/R (1) deinstitutional-ization (1) should be separated from W/R (2) staff more work for (1)</p>
<p>Selection</p>	<p>Selection based on individual qualities (1) in gaol (1)</p>	<p>Employment Use of B.O.* good procedure (2) Satisfact-ory (3) Problems Lack of space for recreation (2) Recommend-ations should be organized by House Administrat-ors (1) or organized recreation (1) Problems Hard to place intelligent people. (1) Only setting up jobs for money on W/R, not for release. (1) No comment(1)</p>
<p>Programme and Policy Aspects</p>	<p>Problems</p>	<p>Daily Routine Breaches</p>

Prisoner Aspects		Programme and Policy Aspects			
Respondents	Selection	Problems	Pre-work Release	Employment	Daily Routine
Hostel Officers N = 5	No comment (1)	No comment	(1)		
Evaluation of Scheme					
Benefits		Problems			
Prisoner	Funds Job Accommodation on release Family contacts Staff	(4) (3) (2) (3)	Administrative		
	Job satisfaction	(2)	Unemployment and lack of jobs for prisoners.		
	- Involvement	(2)	Rules applied inconsistently.		
	- Achievement	(1)	Mixture of W/R and pre W/R		
	- Better environment	(1)	Limited selection criteria.		
		(1)	Too many decisions made at H.O.		
		(1)	Staff-inmate relationships.		
		(1)	Poor selection of work releases.		
		(1)	Too much red tape in initiating scheme to help inmates.		
		(1)			

APPENDIX 6B. Major recommendations of staff relating to aspects of work release

1. Administrative organization

Category of staff

Recommendations

Hostel officers

The superintendent should be given more authority.
Hostel officers should be given more authority.

Social workers

Officers in charge of small work release centres should be directly responsible to the Assistant Commissioner and direct inter-disciplinary staff.

Other specialist staff

Social workers should be employed by outside agencies.
Hostel officers should be given more authority.

2. Size of work release centres

Senior administration

Smaller units should be established to minimize institutionalization and maximize personal support.

Complex administration

Units of less than 50 inmates should be established to allow personal attention, decrease friction and reduce costs.

2. Size of work release centres cont'd.

Category of staff

Recommendations

Social workers	Smaller work release units should be established.
Other specialist staff	Units of 10-30 inmates should be established within the metropolitan area where jobs are available to allow individual attention.
Hostel officers	Units of less than 25 men should be established to allow personal contact.

3. Selection of work releasees

Social workers	Current selection criteria should be changed to prisoner needs or predicted survival on the programme.
Other specialist staff	Current selection criteria are good.
Hostel officers	Selection criteria should be changed (no consensus regarding direction of change).

4. Pre-work release

Category of staff

Senior administration

Complex administration

Social workers

Specialist staff

Hostel officers

5. Employment

Social workers

Specialist staff

Recommendations

Pre-work release schemes should be established in a separate location from the work release centre and should include assessment of inmates and training in social skills.

Pre-work release schemes should allow for inmate assessment and counselling (no consensus on location of pre-work release programme).

Pre-work release schemes should be separated from the work release centre.

Pre-work release schemes should be separated from work release (majority opinion).

Pre-work release schemes should be separated from work release.

Inmates should find their own work release jobs.

The work release administration should find employment for inmates (minority opinion)

5. Employment cont'd.

Category of staff

Hostel officers

Employment for inmates should be organized by the house administrator (minority opinion).

Recommendations

6. Daily routine

Complex administration

Maximum emphasis should be placed on sports and education as leisure activities.

Social workers

Inmates should be encouraged to pursue leisure interests with community groups (minority opinion).

Specialist staff

Additional recreational facilities should be provided at the centre.

Hostel officers

House administrators should be authorized to organize inmate leisure activities (minority opinion).

7. Breaches

Category of staff

Social workers

Specialist staff

Hostel officers

To avoid unnecessarily severe action following a breach, more local sanctions should be applied and weekly meetings should be held to discuss prisoner problems.

One major breach should be sufficient grounds for removal (minority opinion).

Serious breaches should be reconsidered before transfer and more local sanctions provided.

Recommendations

APPENDIX 2. Hierarchy of prison officers' ranks

<p>Superintendent Deputy Superintendent Assistant Superintendent Principal Prison Officer Chief Prison Officer Senior Prison Officer First Class Prison Officer Prison Officer</p>	<p><u>Custodial staff</u></p>
<p>Assistant Superintendent of Industries Principal Industries Officer Chief Overseer Senior Overseer Overseer</p>	<p><u>Industrial Staff</u></p>
<p>Storekeeper Assistant Storekeeper Stores Assistant Engineer</p>	<p><u>Other specialized classifications</u></p>

APPENDIX 8.

STANDING RULES - Work Release Programme

1. You will obey all instructions given to you by any member of the staff.
2. The introduction of alcohol or drugs into the centre will not be tolerated under any circumstances.
3. You are not permitted to take any relative, friend or other unauthorised person into the Silverwater work release houses.
4. You are not permitted to send or receive any letter, telegram, parcel or other form of written communication of any description except through the hands of the Superintendent or correctional officer, authorised by the Superintendent, to act in that behalf. Letters may be censored at the discretion of the Superintendent.
5. You must not absent yourself from the precincts of the work release centre after working hours at any time without the permission of the Commissioner of Corrective Services.
6. Gambling is strictly forbidden.
7. You will collect and clock your own Bundy card prior to leaving the centre and again on your return, to register your time of departure and time of returning.
8. You are expected to conduct yourself in a proper manner at all times; boisterous behaviour such as jostling, wrestling or the use of indecent language must be avoided.
9. You will be expected to introduce your visitors to the Superintendent or his Deputy.
10. You are personally responsible for the laundering of clothing, other than articles requiring dry-cleaning.
11. Whilst away from the centre you must avoid contact with ex-prisoners or relatives. Arrangements are provided at the centre for authorised visits.

12. You shall not enter into any 'hire purchase' agreement or any other contractual arrangement.
13. T.A.B. agencies and licensed clubs are strictly out of bounds.
14. All staff members (irrespective of formal rank) will be addressed as Mr., Mrs., Miss, Doctor, etc. - this courtesy will be returned.
15. Failure to report to, or failure to return from the accepted place of employment, or authorised leave, shall be considered an escape under Section 34 of the Prisons Act, 1952, as amended.