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Community Services Program  
Missouri Division of Corrections

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## INTRODUCTION

This document reports the findings of an evaluation of the Community Services Program of the Missouri Division of Corrections, Missouri Department of Social Services. This program is conducted under a discretionary grant from the Law Enforcement Assistance Administration of the U.S. Department of Justice, and the evaluation was conducted by the Survey and Planning Center of the National Council on Crime and Delinquency under subcontract with the State of Missouri.

The program consists of several major components; its keystone is the operation of six community corrections service centers in the five regions of the state (Kansas City, Springfield, Columbia, Cape Girardeau, and two in St. Louis) which provide services and assistance to ex-offenders on a voluntary basis. The second major component is a program of special activities in the correctional institutions, including activities designed to increase inmate access to the community as well as public access to the institutions. Also included are special casework services for inmates who are soon to be released, including referral to the community service centers.

Other components of the program include the activities of the Citizens Advisory Committee, the Industrial Advisory Board, the Missouri Association for Ex-Offenders, the Volunteers in Corrections Program, and a public education and information program. Although all components are discussed in this report, the main focus of the study is a followup cohort analysis of a sample group of

service center clients; a descriptive assessment of the institutional special activities program; and a cost-benefit analysis.

In concept the Community Services Program is one of the most progressive in American corrections today. It was specifically designed to implement important recommendations of the National Advisory Commission on Criminal Justice Standards and Goals concerning the correctional system's responsibility toward ex-offenders, the correctional system's responsiveness to the community, and public participation in the correctional system.

We are therefore happy to report that the findings of the study signify the program's general success. The clients of the community service centers who were included in our sample cohort were returned to prison at a substantially lower rate than the control group (see Chapter 4). And the cost effectiveness of the service centers is demonstrated by a favorable benefit/cost ratio (see Chapter 5).

The program is currently undergoing significant changes as the original grant terminates and the various components are altered, or continued in different form, or discontinued. We are encouraged that the most important features of the Community Services Program will continue to be a part of Missouri's correctional system, and wish the program well.

## CHAPTER 1

### THE COMMUNITY CORRECTIONS SERVICE CENTERS

The major component of the Community Services Program of the Missouri Division Corrections (MDC) consists of the operation of six community corrections service centers. To the extent that the Community Services Program is designed to increase the visibility of corrections in the community, and to the extent that the program is designed to contribute materially to the achievement of the division's continuing objectives, the community service centers are the key.

The state has been divided into five regions, with one service center in Kansas City to serve northwestern Missouri; one center in Springfield to serve southwestern Missouri; one center in Columbia to serve Mid-Missouri; one center in Cape Girardeau to serve southeastern Missouri; and two centers in St. Louis to serve northeastern Missouri.

Each will be described in more detail below, but the service centers may be briefly described as store-front centers which represent MDC in the community and which provide direct services such as job development and counseling to ex-offenders on a voluntary basis. Perhaps the best description of what the centers do, or were set up to do, is contained in a listing of some of their objectives in the original grant application for the program:

These centers would serve both to lend increased visibility to Corrections and to provide support services for its clients including inmates in these areas on work/study release, parolees, probationers, and all ex-offenders who

choose to avail themselves of what we can provide. The objectives of each Center will be:

- a. Provide its clients with a range of counseling services including educational, vocational, marital, and other inter-personal relations. In effect, the counselors will lend moral and professional support to the client.
- b. Develop and coordinate employment opportunities for all its clients.
- c. Develop and coordinate educational and vocational training programs for all its clients.
- d. Coordinate and promote maximum utilization by ex-offenders of existing community resources in the following areas -- Residential Treatment-Medical, Literacy programs, Mental Health, Vocational Rehabilitation, Welfare, Drug Abuse and Alcoholic Abuse treatment programs, Legal Aid, and others.
- e. Provide emergency support services for basic necessities in the form of grants-in-aid in particular cases.
- f. Serve as recruitment centers to attract minorities and ex-offenders as employees of the Missouri Department of Corrections.
- g. Provide a source of information regarding institutionalized inmates for the family and friends of such inmates...
- h. Serve the public by providing information regarding to the policies, operations, and plans of the Department. Included in this will be information on Corrections programs in which the public can become involved. Also, it will serve as a resource center for local correctional facilities.
- j. Assist the Department in its public education effort which will precede the installation of regional correctional facilities in the major metropolitan areas.
- k. Provide a base of operations for the Ex-Offender Association, Central Office staff, and local volunteer groups.

## SERVICES AND STAFFING

Services provided by the community corrections service centers are of two basic types: (1) services essentially directed toward increasing public awareness of corrections and positively representing the correctional system in the community; and (2) direct services provided to ex-offender clients. Services of the first type are carried out chiefly by the service center managers (and the human relations officers in those centers which have one), and will not be treated further in this section. Services of the second -- direct services to clients -- have become the main business of the centers. These services include job development and job placement assistance; individual group counseling; family counseling; placement assistance and referrals to treatment programs for drug addiction or alcoholism; school or vocational training placement assistance; emergency assistance with housing, food, or medical care; transportation assistance; etc.

When fully operational, each of the centers employed a manager, a number of corrections caseworkers, a clerical staff, and depending on the size of the center and the region, may employ a human relations officer, a job placement specialist, an ex-offender association coordinator, and research interns (part-time student interns). Now that the community services grant is terminating and the program is being revamped with different funding sources, staffing patterns will change.

## CLIENTELE

The clientele of the service centers consists entirely of persons who have been convicted of criminal offenses who reside in the State of Missouri. The

formal structure of the Community Services Program emphasizes services to offenders recently released by the Missouri Division of Corrections at sentence expiration or commutation and who thus have no source of supportive services in the community such as are available to parolees or probationers. The community services caseworkers in the MDC institutions make formal referrals of such persons who are soon to be released to the community service centers, and service center staff interview such persons in the institutions prior to release to inform them of the availability of the services and to begin planning the offender's community readjustment. Of those new clients added to the service centers' caseloads in the fourth quarter of 1975, about two-fifths were referred by MDC institutions. Of those new clients added in the first quarter of 1976, about one-third were referred by MDC institutions.

The remainder of the caseloads are made up of offenders and ex-offenders who are on parole, on probation, recently released from county jails, federal institutions, institutions in neighboring states, etc. In some of the service centers, chiefly those with largely rural service regions, a particular effort is made to make services available to releasees from local, county correctional facilities.

The formal followup study conducted under the present evaluation project and described in Chapters 3 and 4 of this document includes only clients of the first type -- flat-time releasees from MDC institutions -- but they are studied as one representative type of client, and the structure of that research is not intended to ignore or to belittle the importance of other types of clients.

## THE INDIVIDUAL CENTERS

As noted above, there are six community corrections service centers operated under this program, located in five regions of the state. This section includes brief descriptions of the physical locations of the centers, their staffing patterns, and their caseloads. There are two community service centers in St. Louis serving the 17 counties in northeastern Missouri, with St. Louis being the only major metropolitan area in the region. As noted above, the service centers are undergoing changes at the time this report is written. Many aspects of the programs at each center will change; for example, in some cases there are to be changes in the staffing patterns and/or in the center locations. The descriptions below are those which prevailed when the service centers were fully operational under the federal grant under which they were originally established.

St. Louis I. The first St. Louis community service center is also the largest. It is located on the ground floor of a YMCA building on Page Boulevard in a high-crime area of the city, with services principally for clients on the north side of the city. It is served by public transportation, and is in a neighborhood accessible to a large number of its clients. The center employs a manager, a human relations officer, an ex-offender association coordinator, six corrections caseworkers, a job placement specialist, ten research interns, and two clerical workers. As of April 30, 1976, this center had an active caseload of 322; about one-third of the new clients during the quarter were MDC referrals.

St. Louis II. The second St. Louis community service center is located on the fifth floor of a downtown office building. Although there is ready access to

public transportation, the location lacks the accessibility of a ground-floor walk-in center. Initial plans were to locate in an area accessible to clients on the south side of St. Louis, but repeated efforts to do so were foiled by public outcry and community pressure. After operating temporarily for several months out of the St. Louis I office, efforts to secure space on the south side were abandoned and the downtown location was settled upon. The center employs a manager, four corrections caseworkers, two research interns, and two clerical workers. As of April 30, 1976, this center had an active caseload of 84; about one-third of its new clients were MDC referrals.

Kansas City. The Kansas City community service center is a storefront center located on Troost Avenue in an area readily accessible to a large number of its clients. It serves 25 counties in northwestern Missouri, with St. Joseph being the only major population center in the region outside the Kansas City metropolitan area. The center employs a manager, a human relations officer, an ex-offender association coordinator, six corrections caseworkers, a job placement specialist, seven research interns, and two clerical workers. As of April 30, 1976, this center had an active caseload of 232; about one-fourth of its new clients were MDC referrals.

Springfield. The Springfield community service center is a downtown storefront center serving 25 counties in southwestern Missouri. The major population centers in the region are Springfield and Joplin. The center employs a manager, three corrections caseworkers, one job placement specialist, two research interns, and two clerical workers. As of April 30, 1976, this center had an active caseload of 180; about one-fourth of its new clients were MDC referrals.

Columbia. The Columbia community service center serves 27 counties in Mid-Missouri, with major population centers in the region at Columbia, Jefferson City, and Sedalia. It is located on the second floor of a two-floor walk-up building just off the main street of Columbia, and in close proximity to the state employment service. The center employs a manager, three corrections caseworkers, two research interns, and two clerical workers. As of April 30, 1976, this center had an active caseload of 123; about 65 percent of its new clients were MDC referrals.

Cape Girardeau. The Cape Girardeau community service center is a downtown storefront center serving 21 counties in southeastern Missouri, with the major population centers at Cape Girardeau, Sikeston, and Poplar Bluff. The center employs a manager, four corrections caseworkers, a job placement specialist, four research interns, and one clerical worker. As of April 30, 1976, this center had an active caseload of 157; about one-third of its new clients were MDC referrals.

## CHAPTER 2

### INSTITUTIONAL SPECIAL ACTIVITIES

The institutional component of the Community Services Program basically consists of a staff attached to each of the seven correctional institutions in Missouri made up of caseworkers and institutional activities coordinators. The purpose, as stated in the grant application for the program, is as follows:

To increase the public's access to our institutions through special institutional coordinators who will assist interested volunteer and professional groups in making their programs available to inmates. Conversely, these coordinators will assist inmate groups such as the Jaycees and the NAACP through their contacts and work in the community.

This will improve the public's view of Corrections and begin the linkage between the institutionalized inmate and the general public which will give rise to more supportive services on the outside.

In addition to the activities envisioned by this statement -- that is, coordinating volunteer groups and other interested members of the public in working with inmates and coordinating the activities of inmate groups -- institutional special activities staff also are frequently involved in the institutional furlough, work-release, and other such programs associated with community contact. Finally, this staff serves as the link between the institutions and the community corrections service centers by working with inmates who are soon to be released and making referrals to the service centers.

In the early stages of the program, it was envisioned that institutional activities coordinators could accomplish all the functions planned for the institutional

special activities component. Experience proved that the complexity of the operation required a more sophisticated person to supervise the various activities. The Division of Corrections sought a budget revision providing caseworker positions in each institution, and the revision was approved in May 1975.

Institutional activities staff and line staff were interviewed by members of the evaluation team during the summer of 1975, and the staffing was not yet complete at the time of the interviews. Both community services personnel and line staff in the institutions had a fuzzy concept of the role of the caseworker in relation to the activities coordinator. In all institutions the activities coordinator was employed first. This resulted in confusion in the minds of the community services personnel, institutional personnel, the inmate population, and the NCCD interviewers. The description of duties provided by coordinators, with one exception, uniformly listed the following: (1) interview all inmate commutations, (2) prepare a referral form, and (3) send it to the appropriate community center. The one exception was the Missouri Training Center for Men at Moberly. At that institution the caseworker had been on duty much longer, and has a clear conception of his supervisory role as well as his duties in interviewing those scheduled for release and for making referrals to the appropriate community service center. The foregoing explanation accounts for some of the erroneous replies that were received from both institutional personnel and residents of the various institutions. Recent discussions with institutional personnel indicate that role identifications of institutional personnel have been clarified.

## INTERVIEWS WITH INSTITUTIONAL STAFF

In addition to interviews with community services personnel, 34 interviews were conducted by NCCD evaluators with institutional personnel. Each superintendent as well as personnel selected randomly were asked the same questions. The sample of personnel, especially in the larger facilities, was small. At the request of the division, NCCD agreed to question additional personnel at the Missouri State Penitentiary, Missouri Training Center for Men, and State Correctional Center for Women.

In May 1976 an additional 29 persons were interviewed: 19 at MSP, seven at MTCM, and three at SCCW. Charts have been revised to reflect the additional number interviewed. In order to interview the maximum number of personnel in the limited time available, the questionnaire was revised and shortened to eliminate essay type questions. The study team had speculated that some of the negative replies received during the initial interviews were due to the amount of time required to conduct an interview and thought that shorter, less involved questions would elicit more honest and probably more favorable responses. The reverse proved to be true. In each of the three institutions the percentage of those having knowledge of the program dropped. The percentage of knowledgeable responses shifted from 71 percent to 56 percent. The percentage of those who knew nothing about the program rose from 6 percent to 20 percent. Missouri State Penitentiary accounted for most of the shift.

*The following abbreviations are used throughout this report:*

Missouri State Penitentiary	MSP
Missouri Training Center for Men	MTCM
Missouri Intermediate Reformatory	MIR
Fordland Honor Camp	FHC
Church Farm	CF
Renz Farm	RF
State Correctional Center for Women	SCCW

*What do you know about the work being done by the institutional activities coordinator in this institution?*

	N=	Knows a Lot		Knows a Little		Knows Nothing	
MSP	25	10	40%	7	28%	8	32%
MTCM	15	11	73%	3	20%	1	7%
MIR	6	3	50%	2	33%	1	17%
FHC	3	3	100%	0		0	
CF	5	3	60%	2	40%	0	
RF	5	3	60%	1	20%	1	20%
SCCW	4	2	100%	0		2	
TOTALS	63	35	56%	15	24%	13	20%

Only 56 percent of those interviewed were well informed about the activities of the coordinator. There appears to be a question about his visibility among his co-workers in the institution. The employee who knew nothing about the program at Church Farm was employed on the farm and had little contact with inside routines in the institution. The employee at MIR was a CS-1 (Captain). His ignorance about the program is inexplicable. At the Missouri State Penitentiary we attempted to get a mixture of personnel from different departments. The fact probably accounts for the lack of knowledge by employees in certain departments. A breakdown of employees follows:

	N=	Knows a Lot	Knows a Little	Knows Nothing
Correctional Department	7	1	4	2
Classification	4	3	1	0
Industries	3	0	0	3
Education	2	1	0	1
Food Service	2	0	0	2
Chaplain	1	1	0	0
TOTALS	19	6      32%	5      26%	8      42%

The followup interviews have altered the results from the initial interviews to the extent that an explanation is warranted. The study team is convinced that the extreme overcrowding in MDC institutions is a definite factor in the results obtained. The population at MSP was 2,200 when the last survey was made. Employees, especially correctional officers, are preoccupied with the multitude of problems that overcrowding generates -- idleness, lack of privacy, tension, the increase in disciplinary and security breaches.

Industry personnel appear to have little interest in anything except work performance of the inmates and production schedules. This attitude appears a little strange since the superintendent of industries is very much interested in rehabilitative programs and appears more interested in inmate training to provide employable skills than the short range view of making profit for a particular industry.

*How important to the daily life of the institution is the institutional activities coordinator's work?*

	N=	Very	Some	Little	Don't Know
MSP	25	15 60%	3 12%	3 12%	4 16%
MTCM	15	13 86%	0	1 7%	1 7%
MIR	6	2 33%	3 50%	1 17%	0
FHC	3	3 100%	0	0	0
CF	5	5 100%	0	0	0
RF	5	3 60%	1 20%	1 20%	0
SCCW	4	3 75%	0	0	1 25%
TOTALS	63	44 70%	7 11%	6 9½%	6 9½%

The answer to the question on importance closely parallels the question on knowledge of the program. The people who knew nothing of the program felt that it was of little importance, a natural reaction. The "don't know" and "knows little" are almost the same as the "know nothings" in the former chart (19 percent vs. 20 percent).

Do you think public access to the institutions has increased since the beginning of the Community Services Program?

	N=	Yes	Doesn't Know
MSP	25	23 92%	2 8%
MTCM	15	14 93%	1 7%
MIR	6	6 100%	0
FHC	3	3 100%	0
CF	5	5 100%	0
RF	5	5 100%	0
SCCW	4	3 75%	1 25%
TOTALS	63	59 94%	4 6%

The objectives listed in the grant application as quoted above stated their consistency with Standards 7.3, 2.17, and 7.4 of the *Report on Corrections* of the National Advisory Commission on Criminal Justice Standards and Goals. The pertinent part of Standard 2.17, "Access to the Public," states: "Each correctional agency should develop and implement immediately policies and procedures to fulfill the right of offenders to communicate with the public." \*

The commentary on Standard 2.17 gives ample reasons for increasing public access to correctional facilities.

The walls of correctional institutions have served not merely to restrain criminal offenders but to isolate them. They have been isolated from the public in general and

\* National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington: Government Printing Office, 1973), p. 66.

from their families and friends. As a result, the public does not know what is happening in prisons, and in large part the offender does not know what is going on outside the prisons. While many restrictions on communication were imposed under theories of institutional security, they have resulted in making correctional programs more difficult. If corrections is to assure that an offender will readjust to the free society upon release, the adjustment process must begin long before the day of release. To accomplish this, the public must be concerned about what happens in corrections. Information is a prerequisite to concern. Likewise, the offender must retain his ties to the community and his knowledge of what the free community is like if he is to be able to live there satisfactorily upon release.\*

Standard 7.3, "Corrections' Responsibility for Citizen Involvement," states that:

2. The citizen involvement unit should be specifically assigned the management of volunteer personnel serving in direct service capacities with correctional clientele, to include:
  - a. Design and coordination of volunteer tasks.
  - b. Screening and selection of appropriate persons.
  - c. Orientation to the system and training as required for particular tasks.
  - d. Professional supervision of volunteer staff.
  - e. Development of appropriate personnel practices for volunteers, including personnel records, advancement opportunities, and other rewards.
3. The unit should be responsible for providing for supervision of offenders who are serving in volunteer roles.
4. The unit should seek to diversify institutional programs by obtaining needed resources from the community that can be used in the institution and by examining and causing the periodic reevaluation of any procedures inhibiting the participation of inmates in any community program.
5. The unit should lead in establishing and operating community-based programs emanating from the institution or from a satellite facility and, on an ongoing basis, seek to develop new opportunities for community contacts enabling inmate participants and custodial staff to regularize and maximize normal interaction with community residents and institutions.\*\*

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\* *Ibid.*, p. 67

\*\**Ibid.*, p. 242

Standard 7.4, "Inmate Involvement in Community Programs," states that:

Correctional agencies should begin immediately to develop arrangements and procedures for offenders sentenced to correctional institutions to assume increasing individual responsibility and community contact.\*

In the foregoing table, the almost complete unanimity of responses indicates that in the eyes of the personnel public access to institutions has increased. In discussions with personnel it was indicated that in most institutions public access before the inception of the Community Services Program was either very limited or nonexistent.

In the following table the response to the question about inmate access to the community was almost as dramatic as to the previous question. Two negative responses were received. Two other individuals stated that they didn't know (both had been hired recently).

As far as personnel opinion is concerned, we can conclude that public access to institutions and inmate access to the community has developed to the point when this phase of the Community Services Program can be judged to be an unqualified success.

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\* *Ibid.*, p. 244.

Do you think inmate access to community programs and activities outside the institutions has increased since the beginning of the Community Services Program?

	N=	Yes		No		Doesn't Know	
MSP	25	22	88%	1	4%	2	8%
MTCM	15	15	100%	0		0	
MIR	6	5	83%	1	17%	0	
FHC	3	3	100%	0		0	
CF	5	5	100%	0		0	
RF	5	5	100%	0		0	
SCCW	4	4	100%	0		0	
TOTALS	63	59	94%	2	3%	2	3%

Does the regular staff accept and understand the Community Services Program?

	N=	<u>ACCEPT</u>				<u>UNDERSTAND</u>			
		Yes	Partially	No	Unknown	Yes	Partially	No	Unknown
MSP	25	5 20%	14 56%	5 20%	1 4%	6 24%	11 44%	7 28%	1 4%
MTCM	15	4 26½%	7 47%	4 26½%	0	2 25%	7 37½%	6 37½%	0
MIR	6	2 33%	0	4 67%	0	2 33%	0	4 67%	0
FHC	3	3 100%	0	0	0	3 100%	0	0	0
CF	5	0	3 60%	2 40%	0	0	3 60%	2 40%	0
RF	5	4 80%	1 20%	0	0	2 40%	3 60%	0	0
SCCW	4	0	2 100%	2	0	0	1 100%	0	0
TOTALS	63	18 29%	27 42½%	17 27%	1 1½%	15 23½%	25 40%	22 35%	1 1½%

In the chart below, when we consider the newness of the program, the percentages of understanding and acceptance are somewhat higher than could be expected. The old mot about "seeing ourselves as others see us" proved out in the responses to this question. Most of those interviewed said that they understand and accepted the program but were doubtful about their fellow workers.

*What do you know about the work of the community service centers?*

<u>N=</u>	<u>Knowledgeable</u>	<u>Sketchy</u>	<u>Nothing</u>
63	19      30.1%	28      44.5%	16      25.4%

*Have you ever visited a community service center?*

<u>N=</u>	<u>Yes</u>	<u>No</u>
63	8      13%	55      87%

*Do you have any contact with service center staff when they visit this institution?*

<u>N=</u>	<u>Yes</u>	<u>No</u>
63	32      51%	31      49%

*What is your opinion of the service centers?*

<u>N=</u>	<u>Positive</u>	<u>Negative</u>	<u>No Opinion</u>
63	37      59%	2      3%	24      38%

Responses to questions on community service centers were somewhat puzzling. Fifty-one percent of those interviewed had contact with service center staff. Only two negative responses indicate a support from line staff for innovative programs that few "expert penologists" would anticipate.

## INMATE INTERVIEWS

A random sample consisting of four percent of the approximately 4,000 inmates in the custody of the Division of Corrections was interviewed (158). Questions were short, simple, and phrased differently if the inmate failed to understand. The questions were designed to indicate inmate knowledge of the Community Services Program and his confidence in the program to help him while in the institution and after release. Five additional inmates were interviewed at SCCW in May 1976. In the interim, a caseworker was hired to replace the institutional activities coordinator. The charts have not been changed since the results are consistent with the exception of the question on the institutional activities coordinator and caseworker. The questions, responses, and a brief analyses of each will follow.

*Do you know the name of the institutional activities coordinator? (Question # 1)*

	N=	Yes		No	
MSP	51	12	24%	39	76%
MTCM	36	17	47%	19	53%
MIR	17	7	41%	10	59%
FHC	15	14	93%	1	7%
CF	14	9	64%	5	36%
RF	13	13	100%	0	
SCCW	12	12	100%	0	
TOTALS	158	84	53%	74	47%

A majority of the total institution population named the institutional activities coordinator, but he appeared to have little visibility in the MSP. In institutions with small populations and relaxed custody, the institutional activities coordinator was well known.

Do you know the name of the community services institutional caseworker? (Question # 2)

	N=	Yes		No	
MSP	51	2	4%	49	96%
MTCM	36	19	53%	17	47%
MIR	17	2	12%	15	88%
FHC	*	*		*	
CF	14	6	43%	8	57%
RF	*	*		*	
SCCW	*	*		*	
TOTALS	118	29	25%	89	75%

*\*Not applicable because there wasn't one at time of interviews.*

With the exception of MTCM there was a lack of knowledge about the community services caseworker. The fact that these people came on duty after the institutional activities coordinators may account for their lack of visibility.

Have you been interviewed by any of the people from the Community Services Program? (Question # 3)

	N=	Yes		No	
MSP	51	5	10%	46	90%
MTCM	36	10	28%	26	72%
MIR	17	3	18%	14	82%
FHC	15	3	20%	12	80%
CF	14	5	36%	9	64%
RF	13	4	31%	9	69%
SCCW	12	0		12	100%
TOTALS	158	30	19%	128	81%

The response to this question was not surprising inasmuch as interviews have only been conducted with those who have from 30 to 90 days remaining on their sentences.

Has anyone discussed with you the purpose of the Community Services Program?

(Question # 4)

	N=	Yes		No	
MSP	51	4	8%	47	92%
MTCM	36	10	28%	26	72%
MIR	17	2	12%	15	88%
FHC	15	7	47%	8	53%
CF	14	4	29%	10	71%
RF	13	4	31%	9	69%
SCCW	12	1	8%	11	92%
TOTALS	158	32	20%	126	80%

In most cases when this question was asked, the inmate professed total ignorance about the program. It was necessary to explain the program before continuing with the interview. Even without a concerted effort to inform the incarcerated population, it would be expected that the "grapevine" would spread the news if the residents believed that the program was designed for their benefit.

What does the program do to help residents of this institution? (Question # 5)

	N=	Helps*		Nothing		Don't Know	
MSP	51	9	18%	27	53%	15	29%
MTCM	36	6	17%	29	81%	1	2%
MIR	17	5	29%	1	6%	11	65%
FHC	15	12	80%	2	13%	1	7%
CF	14	4	29%	1	7%	9	64%
RF	13	8	62%	0		5	38%
SCCW	12	1	8%	2	17%	9	75%
TOTALS	158	45	28%	62	39%	51	33%

\* Sample responses included: employment, residence, work-study release, furlough, counseling, contact with volunteers.

Most of those interviewed did not see the Community Services Program as one that consists of many parts. Some related the "program" to work-release, volunteers, and furloughs. Others only considered the community service centers as the "program" and mentioned only assistance such as finding employment, a residence, counseling for drug and alcohol abuse, etc. Most had never heard of the Community Services Program.

Do your friends in this institution believe that the Community Services Program has helped them? (Question # 6)

	N=	Positive Response		Somewhat Negative		"No"		Don't Know	
MSP	51	4	8%	1	2%	14	27%	32	63%
MTCM	36	7	19%	0		1	3%	28	78%
MIR	17	5	30%	0		6	35%	6	35%
FHC	15	12	80%	1	7%	0		2	13%
CF	14	2	14%	0		5	36%	7	50%
RF	13	4	31%	0		5	38%	4	31%
SCCW	12	0		0		7	58%	5	42%
TOTALS	158	34	22%	2	1%	38	24%	84	53%

Question # 6 is similar to question # 5 but the "don't knows" actually represent those who didn't know anything about the program. The negative responses could be expected since contact with those released is limited to those who recidivate.

Question # 7 concerned contact with volunteers and will be discussed in the chapter dealing with volunteer program.

Do you intend to use the help of a community service center when you are released if released on parole? (Question # 8)

	N=	Yes		No		N/A*	
MSP	51	25	49%	11	22%	15	29%
MTCM	36	1	3%	9	25%	26	72%
MIR	17	6	35%	6	35%	5	30%
FHC	15	6	40%	5	33%	4	27%
CF	14	4	29%	2	14%	8	57%
RF	13	5	38%	4	31%	4	31%
SCCW	12	8	67%	0		4	33%
TOTALS	158	55	35%	37	23%	66	42%

\* Not applicable includes: No answer, don't know anything about them, no chance of parole, etc.

A surprising number of those hoping to be released on parole stated that they would like to get assistance from a community service center. From the viewpoint of those incarcerated, the distinction between types of release is more blurred than it is in the minds of correctional officials.

Do you intend to use the help of a community service center when you are released if released on flat time? (Question # 9)

	N=	Yes		No		N/A*	
MSP	51	28	55%	10	20%	13	25%
MTCM	36	23	64%	10	28%	3	8%
MIR	17	7	41%	2	12%	8	47%
FHC	15	9	60%	3	20%	3	20%
CF	14	11	79%	2	14%	1	7%
RF	13	7	54%	3	23%	3	23%
SCCW	12	6	50%	0		6	50%
TOTALS	158	91	58%	30	19%	37	23%

\* Not applicable includes those who are releasing to another state, those with life sentences, and ones who will release to rural areas or small towns where no service center is located close enough to be of any assistance.

A majority of those who do not anticipate making parole intend to utilize the service centers. The majority indicated anxiety about finding employment.

Questions # 10 and # 11 dealt with release date and date of confinement. Question # 12 on the grievance procedure is analyzed in the section dealing with the Citizens Review Committee.

## DISCUSSION

The community services personnel assigned to the Division of Corrections institutions have limited visibility. In the eyes of both rank-and-file personnel and the inmate population, the value of services performed are somewhat suspect. This is especially true in the Missouri State Penitentiary.

There are two reasons, we believe, that account for the lack of interest at the penitentiary. The personnel are custodially oriented. Despite training efforts, most correctional people retain their rural conservative outlook on crime and punishment. Few seem to have any faith in rehabilitation and few understand the urban culture which bred the majority of those confined. With a population of 2,200, most of the penitentiary employees necessarily devote most of their energy to maintaining order and security. They have little interest in programs that do not affect their daily routine.

Secondly, the majority of MSP's inmate population have long sentences. Their interests are directed inwardly toward penitentiary living and survival in an abnormal environment. Unless the program touches them personally, it has no appeal. Those who have reduced custody and those who are to be released within six months are interested, but the bulk of the population does not fit either of these categories. Traditionally, those with long sentences try to forget the outside world. Apathy and a sort of wakeful hibernation takes place in an inmate who is absorbed in "building his time."

There is also an inmate suspicion of the corrections administration and its representatives in the institution. The "man" is always out to get him. Programs

sponsored by the administration must have some ulterior motive. Conflict that occasionally occurs between the "keepers" and the "kept" is blown out of proportion by the general population. This serves to reinforce the feeling that correctional personnel are there to see that the inmate population suffers.

In the preliminary report, we recommended that the community services personnel in institutions should become part of the institution complement without reporting directly to personnel in the community services program. That is evidently the plan for the forthcoming year. We believe this will be an improvement. The people who were assigned during the project's life accomplished the purpose of providing the linkage with the community and preparing inmates for release. NCCD recommends that the positions established by the project be continued as part of the regular corrections budget. The Missouri Division of Corrections is woefully short of personnel in the "treatment" area. Any curtailment of activities initiated by the Community Services Program would be a step backward that the State of Missouri can ill afford.

**RECOMMENDATION:**

*NCCD recommends that the positions established by the project be continued as part of the regular corrections budget.*

## CHAPTER 3

### FOLLOWUP STUDY OF A SAMPLE GROUP OF PROGRAM CLIENTS: RESEARCH DESIGN, METHODOLOGY, AND DEFINITIONS

One of the continuing objectives of the Missouri Division of Corrections (MDC) is: "That no person released from the MDC commits another crime." The original grant application for the community services program notes that three key strategies for achieving the MDC's objectives are:

- (1) Every person leaving the custody of MDC has an appropriate job.
- (2) Every person leaving the custody of MDC has the capability to meet social demands.
- (3) Every person leaving the custody of MDC receives community acceptance.

The grant application logically notes that the community service centers are the key to the success of the program and, since the elimination of repeat offenses by MDC releasees is a continuing objective of the division, it is obvious that some measure of recidivism is a necessary aspect of the evaluation of the program.

The full evaluation study, much of which is reported elsewhere in this document, consists of several different types of non-experimental evaluations of individual aspects of the program. This chapter outlines a design for a comparative performance study which is the primary evaluation of the service centers, which are the keystone of the community services

program. Separate studies were made of the other components of the program and are included in other chapters of this report.

### RECIDIVISM AND RESEARCH

We noted in our proposal that a recidivism rate has been, in theory, the most important measurement of the effectiveness of a correctional system. However, the present state of knowledge leaves much to be desired in the use of recidivism rates for evaluative purposes. It is relevant to repeat here some of what we said in our proposal on this subject.

First, a drop in the recidivism rate is not necessarily an indication of an increase in the effectiveness of a correctional program's rehabilitative capability, nor of a positive effect for society. Many factors, such as reduction in a police department budget, a drop in the employment rate, a change in recordkeeping capabilities, etc., can affect recidivism rates. When such factors reduce the measured rate of recidivism, the effect cannot be viewed as an improvement in the correctional system either because they do not cause a real drop in criminal activity, they are beyond the control of the correctional system, or they are not worth the financial, social, or moral costs. So a great deal of control over external factors can be assumed to be equal if one is comparing recidivism rates within one correctional system, but much care must be taken.

Second, the use of recidivism rates to compare two different correctional systems must be done only with the greatest of care. The primary reason

for this is that so many different measurements are called by the same name, and differences in rates may only be differences in what is being measured. There are four major factors that are likely to vary from one measurement of recidivism to another: the population being considered, the action that constitutes recidivism, the time period used, and the method used to compute the figures.\* Significant variation on any one of these factors can render comparison useless.

An additional problem was presented by the time frame of the study. This evaluative study was planned to be completed about one year after its beginning, but the centers had only been operational a relatively short period of time.

This meant that the full meaning of recidivism data on the service centers' clients would not be available during the course of this evaluation. The reasons for this have been noted by Adams:

The *performance pattern* of release cohorts is often shown as a rising curve of arrests or returns to the system. The curve climbs rapidly in the first few months after release, then slows and levels off after three or four years. Some observers have developed rule-of-thumb estimates, based partly on California cohort data, that half the failures occur by the end of the first year, 75 percent by the end of the second year, and 90 percent by the end of the third year.\*\*

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\*Much investigation of this point was done by Bob Sandfield of the staff of the Joint Committee on Prison Reform of the Texas Legislature in 1974, and we have benefited here from his investigation. See: Texas Legislature, Joint Committee on Prison Reform, *Measurements of Recidivism* (Austin: 1974).

\*\*Stuart Adams, *Evaluative Research in Corrections: A Practical Guide* (Washington: LEAA, National Institute of Law Enforcement and Criminal Justice, 1975), p. 57.

Thus data collection must take place for at least two years and preferably three years for recidivism data to be considered meaningful.

Although it is by no means certain that a controlled experimental design for the evaluation of the community services program would have been desirable, it was nevertheless impossible even to consider one. Adams has noted generally that any one of four main reasons may rule out the possibility or desirability of a controlled experiment:

- o objections to "denial of treatment" to control group members
- o operational conditions too complex for a controlled experimental design
- o treatment program no longer in existence
- o decision deadline too near to allow for a true experiment\*

The first two conditions have been present in this program all along, making it probable that a true experimental evaluation would have been neither possible nor desirable at the outset. The program staff has no control over who become its clients and who do not, making it impossible to set up valid experimental and control groups for comparison. And the operational conditions are probably too complex.

But even given initial feasibility, it was too late to consider a controlled experiment. This was true because the "decision deadline" was too near, and, given the deadline, it was necessary to include past as well as present and

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\*Adams, *op. cit.*, p. 60

future clients in the study if a large enough group was to be studied. And, for all practical purposes, the treatment program was no longer in existence for them.

However, there was still a need to supplement our non-experimental evaluation of the service centers with a more rigorous examination of the performance of their clients, even if we cannot say for certain that it is the service centers that are responsible for that performance.

We have therefore conducted a study that consists of a quasi-experimental comparison and a separate but related cohort analysis. Both make use of a participant group (service center clients) and a comparison group to describe the outcome of service center experience.

As suggested by this discussion of the use of recidivism rates, such data will be the primary criteria on which groups of ex-offenders will be compared in this study. In general, we follow the lines of reasoning employed by the National Advisory Commission on Criminal Justice Standards and Goals in concluding that recidivism should be measured by criminal acts that result in conviction by a court.\* As the commission noted, "The use of arrests as the data for recidivism is subject to the objection that neither the behavior of the offender nor its significance has been verified by court action."

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\*National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington: Government Printing Office, 1973), pp. 512-513.

The performance measure used in this report is *recidivism* as represented by new offenses resulting in commitment to the Missouri Division of Corrections within 12 months of release. New commitments to MDC reported in this document are current through June 1976.

It was originally hoped that information on new convictions with any disposition would be available for this report. However, there proved to be no reliable way to obtain such data. The use of law enforcement data was considered, but such data are based on arrests and not convictions. The collation of disposition data in law enforcement records is notorious for its poor quality, and we felt no confidence in it.

It was decided to utilize only MDC data because they were available and reliable; we could be certain they represented new convictions; and they were highly comparable between the two groups. Our findings thus do not necessarily represent all convictions for new offenses by members of the two groups; they do not include, for example, misdemeanor offenses resulting in probation or county jail sentences, felony offenses resulting in dispositions other than prison, offenses committed in another state, or federal offenses. But our need was for a performance measure that could be reliably compared. The quality of the comparison is not affected by the existence of more, unknown recidivism as long as we have no reason to believe that it would vary significantly between the two groups. We have no reason to expect such differences.

Thus, we assert that we are utilizing a reliable comparison measure, but caution that we are not constructing a "recidivism rate" for Missouri corrections. It

is almost certain that the actual "recidivism rate" for both groups is higher, since we would expect some of the releasees in both groups to have been convicted of some offenses that did not result in prison terms.

#### MATCHED GROUP COMPARISON

The primary vehicle of this design is a comparison of the post-release performance of a group of service center clients with a matched group of flat-time releasees to whom service center aid was not available.

The Participant Group. The participant group consists of all persons released unconditionally, on commutation of sentence, from Missouri correctional institutions from January to May 1975 who became clients of the service centers after their release. Although not all the service centers were fully operational at the beginning of this time period, only actual service center clients are included in the group.

A service center "client" is defined for our purposes as a releasee who had substantive contact with a service center after his release and who received services of some kind. This definition of "client" may differ in some respects from definitions used for other purposes, but it is chosen for its relevance to the purposes of the evaluation. Thus, a person who was interviewed by a service center caseworker prior to release but who never appeared at the center after release is not a client. Likewise, a person whom a service center

caseworker contacted after release but who stated that he did not wish to make use of the center is not a client.

It will also be noted that this participant group includes only one of many different types of ex-offenders who make up the service center's caseloads. As noted elsewhere in this report, the service centers work with persons released on parole, from federal institutions, from county jails, on probation, etc., as well as flat-time releasees from state correctional institutions. The group we have chosen for this study was selected for two reasons: (1) because it is a primary group which the service centers are intended to serve; and (2) because it is a group for which data are readily available and which lends itself to feasible selection of a matched group on which data are also readily available.

The selection of this particular group of clients is not intended as a representative cross-section of the universe of clients, and we do not intend to imply that this is the only type of client that exists or that should exist. This is simply a group of clients who are matched to another group of comparable non-clients.

A total of 327 persons were potential members of the participant group --- that is, they were released by commutation of sentence during the first five months of 1975. Of this group, 144 became clients of the service centers after release. They make up the participant group, and their characteristics will be described in detail below.

The Comparison Group. The comparison group is drawn from the group of persons released unconditionally from Missouri correctional institutions during 1973. Service center aid was not available to these persons when they were released; the year 1974 was not chosen because some of the service centers were open during the latter part of 1974 and thus service center aid may have been available to some of these releasees either at the time of their release or soon thereafter.

Data were collected on all persons who were potential members of the comparison group. The actual members were selected with two purposes in mind: (1) to have a group similar in certain characteristics to the participant group, and (2) to have a group similar in size to the participant group. Where two potential members were identical in relevant characteristics, priority was given by ranking the potential members in order of release date, and within groups with identical release dates, by alphabetical order. The matching characteristics included the following:

- o sex
- o race
- o age at time of release
- o commitment offense
- o marital status
- o employment history and skills
- o educational level attained
- o prior felony incarcerations
- o size of committing jurisdiction

The comparison group consists of 147 persons matched as closely as possible to the participant group. Actual characteristics of the two groups will be described below.

#### COMPARISON OF CLIENTS TO NON-CLIENTS

A second part of this study consists of a descriptive cohort analysis of service center clients with persons released at the same time but who did not make use of the service centers. The same participant group is used for this comparison as for the first one. The comparison group consists of all persons released unconditionally from Missouri correctional institutions during the first five months of 1975 who did not become clients of the service centers after their release.

As noted above, 327 persons meet the criteria for our group of 1975 releasees, and 144 are members of the participant group. The remaining 183 are members of this non-client comparison group, and detailed profiles of the two groups are presented later in this report.

#### DATA COLLECTION

The records of the Missouri Division of Corrections are the source of all data utilized in this report. The lists of persons receiving sentence commutations during 1973 and the first five months of 1975 were used to compile a list of names of the two universe groups on whom data were to be

collected. All persons on whom detainers were known by MDC to exist or who were being held by MDC to serve an additional sentence were eliminated from this list, so that only persons actually released were included. All of the persons released in this manner were released unconditionally.

With the assistance of staff at the central records section of MDC and staff at the state archives, the complete institutional files on virtually all of our group members were located. (One file of a 1975 releasee and several of the 1973 releasees were unavailable.)

These institutional files were used to gather the following data on each group member:

- o release date
- o commitment date
- o institution from which released
- o commitment offense
- o committing jurisdiction
- o length of sentence
- o date of birth
- o race
- o sex
- o marital status
- o education (grade level achieved)
- o employment history and skills
- o prior felony incarcerations

Following collection of this basic information, records were searched at all six community service centers to try to locate each of the 327 members of the 1975 release group. We were interested in certain information about each member of the group: (1) whether a referral had been made by the institutional staff to the service center; (2) whether an institutional interview had been conducted prior to release by service center staff; (3) whether he had become a client of a service center; and (4) if he were a client, what types of services had been provided with what results.

As described elsewhere in this report, 244 of the 327 members (75 percent) of our 1975 release group were located in service center files, indicating some sort of contact either before or after release. Of these, 144 became clients (and, thus, members of our participant group), and 100 did not. The remaining 83 persons had no contact at all with service centers, usually because no referral was made by the institutional staff.

### SOURCES OF DATA AND DEFINITIONS

The terms used in the data compilations in this report to describe the characteristics of ex-offenders in our various samples include the following:

Race. Data on this variable are taken from MDC institutional files.

Age. Information on date of birth was collected from MDC institutional files, and actual age at the time of release was computed and is used in our analyses.

Marital Status. The marital status data used in this report are those obtained by MDC Diagnostic Unit at the time of commitment to MDC. They thus do not accurately report marital status after release, since we do not have data on changes in marital status (in particular, divorces) occurring during imprisonment. However, this was the only consistently available source of the data. Service center files on clients do not even consistently record this information; but even if they did, comparable information on non-clients would not be available.

Commitment Offense. The commitment offense to which we refer is the offense that led to the term of imprisonment ending in release either in 1975 or 1973 (depending upon which sample group is involved). The information is taken from the official commitment records of MDC, and is categorized into several "types" of offenses by the present investigators. Our types included:

- (1) homicide, which includes murder as well as other offenses such as manslaughter and negligent homicide, all of which result in the death of the victim;
- (2) robbery, which includes all offenses involving this type of crime: armed robbery, aggravated robbery, unarmed robbery, etc.;
- (3) crimes against persons, which includes assault, aggravated assault, etc., as well as small numbers of other offenses implying violence against persons such as shooting into a dwelling, carrying a concealed weapon, etc.; the overwhelming majority of offenses included in this type is some form of assault;
- (4) major property crimes, which includes burglary, breaking and entering, grand larceny, theft, and the like;
- (5) minor property crimes, which includes offenses involving bad checks, fraud, credit cards, and the like;
- (6) sex offenses, which includes

all such offenses, chiefly rape and ravish, but also including some charges of child molesting, sodomy, etc.; (7) drug offenses, which includes all offenses involving the possession or sale of drugs; (8) arson; (9) motor vehicle offenses, which includes chiefly driving while intoxicated, but also includes a few charges of leaving the scene of an accident, etc.; and (10) other, which includes any offenses not fitting into the first nine categories, most of which are escape from custody.

Where relevant commitment is for more than one offense of more than one type, the offense is generally listed under the most serious category, with certain exceptions. Our seriousness ranking is as follows: (1) homicide; (2) robbery; (3) crimes against persons; (4) major property crimes; (5) minor property crimes; (6) motor vehicle offenses; and (7) other. The exceptions involve the other three categories. Where one of the offenses is a sex offense, a drug offense, or arson, the offense is put in that category because it is judged to involve a characteristic variable valuable to our analysis, (except that if one of the offenses is homicide, homicide is the category of choice).

Time Served. Data presented in this report as "time served" represent actual length of time from date of commitment to MDC to date of release. They do not refer to the length of the sentence; where information on length of sentence is reported, it is clearly labelled as such.

Prior Felony Incarcerations. Data on this variable are taken from MDC institutional files, and include reports of prior imprisonments for felony offenses in Missouri, in other states, and in the federal system. Where data on commitments to juvenile correctional institutions are available, they are reported separately and are clearly labelled as such.

Educational Level Attained. The grade levels reported for offenders in this report represent actual grade level completed. They are not achievement test scores or achievement ratings, which are usually lower. The information is taken from that obtained by MDC Diagnostic Unit at the time of commitment to MDC for the most recent offense, and represents the most reliable information available (often verified, but not always).

Employment History and Skills. Information on the employment history and skills of each ex-offender in the samples was collected from MDC institutional files. Within files, sources included diagnostic reports, presentence reports, etc. Based on this information, a judgment was made as to whether the employment history was stable or unstable and whether the person could be determined to be skilled or unskilled. A person was considered to have an employment history only if he had actually held a job, and his skills were based on actual jobs as well. Thus, a person who had training in a skilled trade was not considered to have a skilled employment history unless he had actually held a skilled job. This information is thus subjective to some degree, but the subjective decisions were made consistently by the survey consultant. In addition, it should be noted that it is only as accurate as the information available to MDC at the time of commitment; apparently, little

attempt is made at verification of information provided by offenders, except where presentence reports are available.

### COMPARABILITY OF 1973 RELEASEE GROUP TO 1975 RELEASEE GROUP

The research design described above assumes that a sample of persons released from Missouri correctional institutions in 1973 is capable of being validly compared to a sample of persons released in 1975. In order to get some idea of the validity of this assumption, some overall comparisons of the two groups were made after data collection. This comparison, which is to be described in this section, is not related to the evaluation itself, but is intended to see how closely two release cohorts separated in time by two years resemble each other.

In this section, "1973 Group" refers to a cohort composed of all persons released by commutation of sentence from Missouri correctional institutions during the first five months of 1973 (N=368), and "1975 Group" refers to a cohort composed of all persons released by commutation of sentence during the first five months of 1975 (N=327). Files were unavailable for various reasons on 13 men and two women in the 1973 Group and on one woman in the 1975 Group. Therefore, in the comparisons which follow data obtainable only from files are not included in the comparisons.

In general, we find that the two groups are remarkably similar in composition. A comparison of basic demographic data reveals this graphically. Women comprise

4.1 percent of the 1973 Group and 3.4 percent of the 1975 Group. Table 1 presents data on the race of releasees: whites comprise 56.1 percent of each group, while blacks comprise 43.1 percent of the 1973 Group and 42.6 percent of the 1975 Group.

TABLE 1

RACE

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
White	198	56.1%	183	56.1%	381	56.1%
Black	152	43.1%	139	42.6%	291	42.9%
Other	2	0.6%	---	----	2	0.3%
N/A	1	0.3%	4	1.2%	5	0.7%
TOTAL	353	100.0%	326	100.0%	679	100.0%

Table 2 presents data on the age of group members at the time of their release. Differences in proportions among the various age groups are slight. For example, 13.3 percent of the 1973 Group and 14.1 percent of the 1975 Group were under 21; 34.0 percent and 34.4 percent, respectively, were 21 to 25 years old; 18.1 percent and 22.1 percent, respectively, were 26 to 30 years old; etc.

TABLE 2

## AGE AT TIME OF RELEASE

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
20 years or younger	47	13.3%	46	14.1%	93	13.7%
21-25 years	120	34.0%	112	34.4%	232	34.2%
26-30 years	64	18.1%	72	22.1%	136	20.0%
31-45 years	84	23.8%	72	22.1%	156	23.0%
46 years or older	35	9.9%	20	6.1%	55	8.1%
N/A	<u>3</u>	<u>0.8%</u>	<u>4</u>	<u>1.2%</u>	<u>7</u>	<u>1.0%</u>
TOTAL	353	100.0%	326	100.0%	679	100.0%

TABLE 3

## EDUCATIONAL LEVEL ATTAINED

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
Single	158	44.8%	147	45.1%	305	44.9%
Married	87	24.6%	79	24.2%	166	24.4%
Divorced	60	17.0%	64	19.6%	124	18.3%
Separated	28	7.9%	24	7.4%	52	7.7%
Widowed	7	2.0%	1	0.3%	8	1.2%
N/A	<u>13</u>	<u>3.7%</u>	<u>11</u>	<u>3.4%</u>	<u>24</u>	<u>3.5%</u>
TOTAL	353	100.0%	326	100.0%	679	100.0%

Table 3 presents data on the marital status of releasees. Again, the two groups are similar: 44.8 percent and 45.1 percent, respectively, are single; 24.6 percent and 24.2 percent, respectively, are married; etc.

Table 4 presents data on the educational level attained by releasees. With one exception, the two groups are again strikingly similar. For example, 47.6 percent and 46.6 percent, respectively, completed the seventh, eighth, or ninth grade; 24.6 percent and 24.2 percent, respectively, completed the 10th or 11th grade; etc. The exception is that a much larger percentage of the 1975 Group had earned the G.E.D. (13.8 percent versus 3.1 percent.)

TABLE 4  
EDUCATIONAL LEVEL ATTAINED

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
6th grade or below	31	8.8%	21	6.4%	52	7.7%
7th-9th grade	168	47.6%	152	46.6%	320	47.1%
10th-11th grade	87	24.6%	79	24.2%	166	24.4%
12th grade	38	10.8%	16	4.9%	54	8.0%
G.E.D.	11	3.1%	45	13.8%	56	8.2%
Higher Education	6	1.7%	8	2.5%	14	2.1%
N/A	12	3.4%	5	1.5%	17	2.5%
TOTAL	353	100.0%	326	100.0%	679	100.0%

Tables 5 and 6 present data on the employment history and skills of the two groups. The similarities are not so close as on some other variables, but the comparability of the groups is still assured. There is little significance to the differences. The main point to be noted is a confirmation of the low level of employability of ex-offenders as a group. More than half of the releasees are unskilled and have unstable employment histories, and an additional 16 percent have no history of employment. Of those releasees who are skilled workers, half have unstable histories.

TABLE 5  
EMPLOYMENT HISTORY

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
Stable	78	22.1%	55	16.9%	133	19.6%
Unstable	227	64.3%	194	59.5%	421	62.0%
No employment history	41	11.6%	67	20.6%	108	15.9%
N/A	7	2.0%	10	3.1%	17	2.5%
TOTAL	353	100.0%	326	100.0%	679	100.0%

TABLE 6  
EMPLOYMENT SKILLS AND HISTORY

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
Stable/unskilled	48	13.6%	23	7.1%	71	10.5%
Stable/skilled	30	8.5%	30	9.2%	60	8.8%
Stable/ professional	---	----	2	0.6%	2	0.3%
Unstable/ unskilled	203	57.5%	157	48.2%	360	53.0%
Unstable/ skilled	24	6.8%	36	11.0%	60	8.8%
Unstable/ professional	---	----	1	0.3%	1	0.1%
No Employment History	41	11.6%	67	20.6%	108	15.9%
N/A	<u>7</u>	<u>2.0%</u>	<u>10</u>	<u>3.1%</u>	<u>17</u>	<u>2.5%</u>
TOTAL	353	100.0%	326	100.0%	679	100.0%

Table 7 presents data on the histories of prior felony incarcerations for the two groups. It reveals that more than half of each group had no prior felony incarcerations, but with 6.8 percent of the 1973 Group and 12.3 percent of the 1975 Group having histories of commitment(s) to juvenile correctional institutions. It is unknown whether this difference in the proportions is due to an actual difference or to improved reporting of this type of social history. As for those with prior felony incarcerations, the similarities between the two groups are remarkable.

TABLE 7

## PRIOR FELONY INCARCERATIONS

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
No prior felony incarcerations and no juvenile commitments	165	46.7%	131	40.2%	296	43.6%
No prior felony incarcerations, but history of juvenile institutional commitments	24	6.8%	40	12.3%	64	9.4%
One prior felony incarceration	78	22.1%	70	21.5%	148	21.8%
Two prior felony incarcerations	41	11.6%	41	12.6%	82	12.1%
Three prior felony incarcerations	14	4.0%	18	5.5%	32	4.7%
Four or more prior felony incarcerations	29	8.2%	16	4.9%	45	6.6%
N/A	2	0.6%	10	3.1%	12	1.8%
TOTAL	353	100.0%	326	100.0%	679	100.0%

Table 8 presents data on the offenses for which the two groups were committed to prison, and it shows a high level of similarity between the two groups. About 14 percent of each group were committed for robbery; about half for major property crimes; about 10 percent for minor property crimes; about eight percent for crimes against persons; and small percentages for other types of crimes such as homicide, sex offenses, drug offenses, etc.

TABLE 8  
COMMITMENT OFFENSE

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
Homicide	10	2.8%	4	1.2%	14	2.1%
Robbery	50	14.2%	47	14.4%	97	14.3%
Crimes against persons	25	7.1%	32	9.8%	57	8.4%
Major property crimes	180	51.0%	165	50.6%	345	50.8%
Minor property crimes	40	11.3%	31	9.5%	71	10.5%
Sex offenses	12	3.4%	15	4.6%	27	4.0%
Drug offenses	18	5.1%	17	5.2%	35	5.2%
Arson	4	1.1%	1	0.3%	5	0.7%
DWI and other Motor Vehicle offenses	6	1.7%	8	2.5%	14	2.1%
Other*	8	2.3%	6	1.8%	14	2.1%
<b>TOTAL</b>	<b>353</b>	<b>100.0%</b>	<b>326</b>	<b>100.0%</b>	<b>679</b>	<b>100.0%</b>

Table 9 presents data on the length of time served by the two groups. While the differences are not highly significant, there does appear to be a trend toward shorter terms for the later group. This is illustrated particularly by the fact that the average time served by the 1973 Group was 27.2 months while the average for the 1975 Group was 23.3 months. The median time served by the 1973 Group was 19 months, and for the 1975 Group, 17 months.

TABLE 9  
TIME SERVED

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
9 months or less	17	4.8%	31	9.5%	48	7.1%
10-12 months	67	19.0%	58	17.8%	125	18.4%
13-15 months	53	15.0%	49	15.0%	102	15.0%
16-18 months	33	9.3%	34	10.4%	67	9.9%
19-24 months	42	11.9%	52	16.0%	94	13.8%
25-30 months	38	10.8%	34	10.4%	72	10.6%
31-36 months	34	9.6%	20	6.1%	54	8.0%
37-48 months	26	7.4%	25	7.7%	51	7.5%
49-72 months	22	6.2%	17	5.2%	39	5.7%
73 months or more	20	5.7%	6	1.8%	26	3.8%
N/A	1	0.3%	---	---	1	0.1
<b>TOTAL</b>	<b>353</b>	<b>100.0%</b>	<b>326</b>	<b>100.0%</b>	<b>679</b>	<b>100.0%</b>
Average	27.19 months		23.27 months			
Median	19 months		17 months			

Table 10 presents data on the jurisdiction from which the two groups of releasees were committed to prison. The counties with populations greater than 100,000 are listed individually (St. Louis County and City, Jackson, Greene, Clay, and Jefferson counties) and the other counties are grouped into the regions served by the community corrections service centers. The geographic makeup of the two groups are similar.

TABLE 10  
COMMITTING COUNTY

	<u>1973 Group</u>		<u>1975 Group</u>		<u>TOTAL</u>	
St. Louis (city or county)	115	32.6%	126	38.7%	241	35.5%
Jackson	54	15.3%	40	12.3%	94	13.8%
Greene	17	4.8%	16	4.9%	33	4.9%
Clay	3	0.8%	7	2.1%	10	1.5%
Jefferson	2	0.6%	1	0.3%	3	0.4%
St. Louis Region	25	7.1%	9	2.8%	34	5.0%
Kansas City Region	21	5.9%	13	4.0%	34	5.0%
Springfield Region	23	6.5%	40	12.3%	63	9.3%
Columbia Region	45	12.7%	33	10.1%	78	11.5%
Cape Girardeau Region	42	11.9%	37	11.3%	79	11.6%
N/A	6	1.7%	4	1.2%	10	1.5%
<b>TOTAL</b>	<b>353</b>	<b>100.0%</b>	<b>326</b>	<b>100.0%</b>	<b>679</b>	<b>100.0%</b>

## CHAPTER 4

### FOLLOWUP STUDY OF A SAMPLE GROUP OF PROGRAM CLIENTS: FINDINGS

As described in the preceding chapter, the focus of our study is a group consisting of all persons released on commutation of sentence from Missouri correctional institutions during the first five months of 1975, a total of 327 men and women.

#### IDENTIFYING THE PARTICIPANT GROUP

After collection of the basic data on each person in the sample as available in institutional records, an attempt was made to follow up on each person's participation (or non-participation) in the Community Services Program. We were able to determine contact of some form with a community corrections service center by 244 of the members of our sample group (75 percent). This contact appears to have been initiated by referral of the offender to the program by a member of the institutional activities staff in 214 cases (65 percent of the sample) and by word-of-mouth or walk-in to the service center in 30 cases (9 percent of the sample).

Although referrals by institutional activities staff are, in theory, supposed to be made on all such persons to be released, there were thus 35 percent of our sample cases for whom we could find no evidence of referral. This percentage varies drastically from institution to institution, and it should be remembered that the releases included in our study occurred at

the beginning of the program and its status and organization also varied from institution to institution. The program was not fully staffed at all institutions during the time period covered; the caseworkers who are responsible for this referral function at the present time were not hired anywhere until after the period covered. So, while we point out that the lack of referrals probably affected significantly the proportion of releasees becoming clients of the program, we do believe that the institutional referral system is operating more consistently and efficiently now than at the time under study.

TABLE 1

INSTITUTIONAL REFERRALS TO SERVICE CENTERS

	<u>N=</u>	<u>Referral Made</u>		<u>No Referral Made</u>	
MSP	88	61	69%	27	31%
MTCM	47	45	96%	2	4%
MIR	27	22	81%	5	19%
FHC	26	11	42%	15	58%
CF	68	48	71%	20	29%
RF	60	27	45%	33	55%
SCCW	11	0	---	11	100%
TOTALS	327	214	65%	113	35%

Of the 244 men and women whom we found to have had some contact with the community service centers, 144 became clients under the definition adopted for purposes of this study, and constitute our "participant group." The other 100 were men on whom referrals were made, who may have been interviewed by service center staff while still incarcerated and/or who may have been contacted by service center staff after release, but who never became clients. Reasons for this varied, but the two most common are: (1) statement by the ex-offender to a staffer that he does not need or want program services, or (2) statement by the ex-offender that he is moving out-of-state immediately after his release.

A breakdown of contacts with members of our sample release group by individual service centers is presented in Table 2.

TABLE 2  
SAMPLE GROUP DISTRIBUTION BY SERVICE CENTER

	<u>Clients</u>		<u>Contacts But Not Clients</u>		<u>TOTAL</u>	
St. Louis #1	32	21%	41	34%	73	27%
St. Louis #2	22	14%	18	15%	40	15%
Kansas City	26	17%	22	18%	48	18%
Springfield	27	18%	19	16%	46	17%
Columbia	27	18%	13	11%	40	15%
Cape Girardeau	18	12%	7	6%	25	9%
<b>TOTAL</b>	<b>152*</b>	<b>100%</b>	<b>120**</b>	<b>100%</b>	<b>272</b>	<b>100%</b>

\*8 were clients at more than one service center.

\*\*20 had contact with more than one service center.

It should be noted that the proportions of actual service center clients coming from MDC institutions as opposed to other sources such as county jails, probation, federal institutions, etc., varies from center to center. At individual centers, it varies from month to month. The distribution of our sample group differs somewhat from the actual distribution of clients at service centers at any one time, but is not an unrealistic distribution. For illustrative purposes, Table 3 compares the distribution of clients at service centers at any one time, but is not an unrealistic distribution. For illustrative purposes, Table 3 compares the distribution of our sample group among the service centers with the actual distribution of total active client caseload at three specific points in time.

TABLE 3  
DISTRIBUTION OF CLIENTS BY SERVICE CENTER

	<u>Sample Group Clients</u>		<u>Total Active Clients 8/31/75</u>		<u>Total Active Clients 11/30/75</u>		<u>Total Active Clients 4/30/76</u>	
St. Louis #1	32	21%	192	19%	324	26%	322	29%
St. Louis #2	22	14%	191	19%	158	13%	84	8%
Kansas City	26	17%	187	19%	241	19%	232	21%
Springfield	27	18%	103	10%	161	13%	180	16%
Columbia	27	18%	93	9%	133	11%	123	11%
Cape Girardeau	18	12%	224	23%	229	18%	157	14%
TOTAL	152	100%	990	100%	1,246	100%	1,098	100%

## COMPARISON OF CLIENTS AND NON-CLIENTS AMONG 1975 RELEASEES

As described in the preceding chapter, we have made a comparison on various relevant variables of the persons released during our sample time period who became service center clients (N=144) with those persons who did not become clients (N=183). One of the main reasons for doing this was to see if any important differences between the two groups might be found that would shed light on the relative attraction of this type of voluntary program.

We have found that what differences that exist are small in most cases. Turning first to the racial makeup of the two groups, we find 57 percent of the clients to be white and 56 percent of the non-clients to be white: Virtually no difference. As for age, we find a slight tendency for the clients to be somewhat younger than the non-clients: 51 percent of the clients were 25 or under, compared to 47 percent of the non-clients (see Table 4). An examination of the marital status of members of the two groups reveals no differences (see Table 5).

Likewise, examinations of the offenses committed by group members, the number of prior felony incarcerations, and the educational levels, reveal no significant differences. It is interesting to note, however, that about 14 percent of the clients compared to about 8 percent of the non-clients had had three or more prior felony incarcerations. See Tables 6 and 7.

TABLE 4

## AGE AT TIME OF RELEASE

	<u>Clients</u>		<u>Non-Clients</u>		<u>TOTAL</u>	
20 years or younger	21	14.6%	25	13.7%	46	14.1%
21-25 years	52	36.1%	60	33.0%	112	34.4%
26-30 years	32	22.2%	40	22.0%	72	22.1%
31-45 years	28	19.4%	44	24.2%	72	22.1%
46 years and older	9	6.3%	11	6.0%	20	6.1%
N/A	2	1.4%	2	1.1%	4	1.2%
TOTAL	144	100.0%	182	100.0%	326	100.0%

TABLE 5

## MARITAL STATUS

	<u>Clients</u>		<u>Non-Clients</u>		<u>TOTAL</u>	
Single	70	48.6%	77	42.3%	147	45.1%
Married	34	23.6%	45	24.7%	79	24.2%
Divorced	26	18.1%	38	20.9%	64	19.6%
Separated	8	5.6%	16	8.8%	24	7.4%
Widowed	--	---	1	0.5%	1	0.3%
N/A	6	4.2%	5	2.7%	11	3.4%
TOTAL	144	100.0%	182	100.0%	326	100.0%

TABLE 6

## COMMITMENT OFFENSE

	<u>Clients</u>		<u>Non-Clients</u>		<u>TOTAL</u>	
Homicide	2	1.4%	2	1.1%	4	1.2%
Robbery	25	17.4%	22	12.1%	47	14.4%
Crimes Against Persons	12	8.3%	20	11.0%	32	9.8%
Major Property Crimes	71	49.3%	94	51.6%	165	50.6%
Minor Property Crimes	14	9.7%	17	9.3%	31	9.5%
Sex Offenses	5	3.5%	10	5.5%	15	4.6%
Drug Offenses	7	4.9%	10	5.5%	17	5.2%
Arson	1	0.7%	0	---	1	0.3%
DWI and other M.V.	4	2.8%	4	2.2%	8	2.5%
Other	3	2.1%	3	1.6%	6	1.8%
TOTAL	144	100.0%	182	100.0%	326	100.0%

TABLE 7

## PRIOR FELONY INCARCERATIONS

	<u>Clients</u>		<u>Non-Clients</u>		<u>TOTAL</u>	
None	76	52.8%	95	52.2%	171	52.5%
1	30	20.8%	40	22.0%	70	21.5%
2	16	11.1%	25	13.7%	41	12.6%
3	9	6.3%	9	4.9%	18	5.5%
4 or more	11	7.6%	5	2.7%	16	4.9%
N/A	2	1.4%	8	4.4%	10	3.1%
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>182</b>	<b>100.0%</b>	<b>326</b>	<b>100.0%</b>

TABLE 8

## EDUCATIONAL LEVEL ATTAINED

	<u>Clients</u>		<u>Non-Clients</u>		<u>TOTAL</u>	
12+ or GED	29	20.1%	40	22.0%	69	21.2%
10-11	39	27.1%	40	22.0%	79	24.2%
7-9	65	45.1%	87	47.8%	152	46.6%
6 or less	10	6.9%	11	6.0%	21	6.4%
N/A	1	0.7%	4	2.2%	5	1.5%
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>182</b>	<b>100.0%</b>	<b>326</b>	<b>100.0%</b>

Only when we examine the employment history and skills of the members of the two groups do we find any differences worth comment. Unstable employment histories characterize about 72 percent of the clients compared to only 50 percent of the non-clients. It would appear that those ex-offenders who resort to service center aid are more in need of employment assistance and employment counseling than those who do not. (See Table 9.)

TABLE 9  
EMPLOYMENT HISTORY AND SKILLS

	<u>Clients</u>		<u>Non-Clients</u>		<u>TOTAL</u>	
Unstable and Unskilled	84	58.3%	73	40.1%	157	48.2%
Stable and Unskilled	6	4.2%	17	9.3%	23	7.1%
Unstable and Skilled	19	13.2%	18	9.9%	37	11.3%
Stable and Skilled	10	6.9%	22	12.1%	32	9.8%
No Employment History	24	16.7%	43	23.6%	67	20.6%
N/A	1	0.7%	9	4.9%	10	3.1%
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>182</b>	<b>100.0%</b>	<b>326</b>	<b>100.0%</b>

## COMPARISON OF CLIENTS TO MATCHED GROUP OF 1973 RELEASEES

As described in Chapter 3, our client sample group (N=144) has been compared to a matched group of persons released on commutation of sentence from Missouri correctional institutions in 1973 (N=147). A series of tables that follows this discussion illustrates the closeness of the match on relevant variables. The performance criterion forming the basis of the comparison, as described earlier, is *recidivism* as represented by new commitments to MDC for new convictions. For purposes of this report, commitments occurring within 12 months of release (for each individual in each group) are reported, since 12 months is the maximum followup time available for the most recent releasees (released in May 1975).

These findings indicate that 10.4 percent of the client group (15 of 144) as compared to 17.0 percent (25 of 147) of the comparison group were returned to prison within 12 months of release.

This represents a substantial difference in the post-release performance of the participant group versus the comparison group. We have earlier discussed the complexity of factors involved in computing and interpreting recidivism rates. Twelve months is not a sufficient followup period to make a conclusive statement, and it is to be hoped that the Community Services Unit would make an effort to continue to follow these groups in order to see whether the difference continues to exist over a two-year or three-year period, or whether the difference between the groups evens out as the client group's participation in the program recedes further into the past.

TABLE 10

## AGE AT TIME OF RELEASE

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
19 and younger	13	9.0%	13	8.8%	26	8.9%
20-22	38	26.4%	38	25.9%	76	26.1%
23-25	24	16.7%	27	18.4%	51	17.5%
26-30	32	22.2%	30	20.4%	62	21.3%
31-40	25	17.4%	29	19.7%	54	18.6%
41-50	7	4.9%	4	2.7%	11	3.8%
51 and older	5	3.5%	6	4.1%	11	3.8%
TOTAL	144	100.0%	147	100.0%	291	100.0%

TABLE 11

## MARITAL STATUS

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
Single	70	48.6%	71	48.3%	141	48.5%
Married	34	23.6%	34	23.1%	68	23.4%
Divorced	26	18.1%	25	17.0%	51	17.5%
Separated	8	5.6%	14	9.5%	22	7.6%
N/A	6	4.2%	3	2.0%	9	3.1%
TOTAL	144	100.0%	147	100.0%	291	100.0%

TABLE 12  
COMMITMENT OFFENSE

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
Homicide	2	1.4%	2	1.4%	4	1.4%
Robbery	25	17.4%	25	17.0%	50	17.2%
Crime Against Persons	12	8.3%	12	8.2%	24	8.2%
Major Property Crimes	71	49.3%	75	51.0%	146	50.2%
Minor Property Crimes	14	9.7%	15	10.2%	29	10.0%
Sex Offenses	5	3.5%	5	3.4%	10	3.4%
Drug Offenses	7	4.9%	7	4.8%	14	4.8%
Arson	1	0.7%	1	0.7%	2	0.7%
DWI and Other M.V.	4	2.8%	3	2.0%	7	2.4%
Other	3	2.1%	2	1.4%	5	1.7%
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>147</b>	<b>100.0%</b>	<b>291</b>	<b>100.0%</b>

TABLE 13

RACE

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
White	82	56.9%	84	57.1%	166	57.0%
Black	62	43.1%	63	42.9%	125	43.0%
N/A	--		--		--	
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>147</b>	<b>100.0%</b>	<b>291</b>	<b>100.0%</b>

TABLE 14

## PRIOR FELONY INCARCERATIONS

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
None	76	52.8%	87	59.2%	163	56.0%
1	30	20.8%	29	19.7%	59	20.3%
2	16	11.1%	15	10.2%	31	10.7%
3	9	6.3%	6	4.1%	15	5.2%
4 or more	11	7.6%	9	6.1%	20	6.9%
N/A	2	1.4%	1	0.7%	3	1.0%
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>147</b>	<b>100.0%</b>	<b>291</b>	<b>100.0%</b>

(prior to commitment for immediately preceding release)

TABLE 15

## EDUCATIONAL LEVEL ATTAINED

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
12+ or GED	29	20.1%	26	17.7%	55	18.9%
10-11	39	27.1%	44	29.9%	83	28.5%
7-9	65	45.1%	70	47.6%	135	46.4%
6 or less	10	6.9%	5	3.4%	15	5.2%
N/A	1	0.7%	2	1.4%	3	1.0%
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>147</b>	<b>100.0%</b>	<b>291</b>	<b>100.0%</b>

TABLE 16  
EMPLOYMENT HISTORY AND SKILLS

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
Unstable and Unskilled	84	58.3%	85	57.8%	169	58.1%
Unskilled and Stable	6	4.2%	13	8.8%	19	6.5%
Skilled and Unstable	19	13.2%	17	11.6%	36	12.4%
Skilled and Stable	10	6.9%	12	8.2%	22	7.6%
No Employment History	24	16.7%	19	12.9%	43	14.8%
N/A	1	0.7%	1	0.7%	2	0.7%
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>147</b>	<b>100.0%</b>	<b>291</b>	<b>100.0%</b>

TABLE 17  
SIZE OF COMMITTING JURISDICTION

	<u>Participant Group</u>		<u>Comparison Group</u>		<u>TOTAL</u>	
More than 500,000	71	49.3%	76	51.7%	147	50.5%
75,000-500,000	20	13.9%	9	6.1%	29	10.0%
25,000-75,000	23	16.0%	32	21.8%	55	18.9%
Less than 25,000	30	20.8%	29	19.7%	59	20.3%
N/A	---	-----	1	0.7%	1	0.3
<b>TOTAL</b>	<b>144</b>	<b>100.0%</b>	<b>147</b>	<b>100.0%</b>	<b>291</b>	<b>100.0%</b>

## CHAPTER 5

### THE COST EFFECTIVENESS OF THE SERVICE CENTERS

The quotation below appeared in the *LEAA Newsletter* Volume 5, Number 5, December, 1975:

#### *MEASURING EFFECTIVENESS: An Evaluation Overview*

Evaluation has been called an "elastic" word. The definitions stretch from what might more properly be called fiscal monitoring to a carefully-controlled, in-depth research study. Opinions differ over what evaluation really means, but there is little disagreement about its importance.

During the past decade, Federal involvement in social problems grew dramatically. As competing demands for finite resources continued to escalate, a corresponding emphasis on the need for objective measurement of program aims and results emerged. Provisions for evaluation were included in legislation establishing or continuing Federal programs, and agencies increased the share of funds devoted to evaluation.

Recognizing the importance of evaluation, however, is merely the first step. To the evaluator falls the difficult task of asking and answering questions about what works -- or doesn't work -- at what price, and under what conditions. Given the variables and unknowns in many social programs and the limitations of current evaluation methods, definitive answers often are beyond reach. This is equally true in the criminal justice field, which has only limited experience in the kind of precise program design and data collection required for objective assessment of results.

In every case where a cost-benefit analysis has been attempted as a part of an evaluation of a social program, the introduction includes an apology for the lack of concrete data to support the benefits of the program. The number of assumptions that can be made about the dollar return for each dollar invested is endless. We

know from experience that people released from prison without assistance or resources are prone to commit new crimes and return to prison in a short period of time. There is ample research to support the contention that releasees without jobs or adequate resources are most apt to recidivate. Can we then assume that those who were provided jobs by the community corrections service centers stayed out of prison as a result? Can we assume that ex-offenders who obtained counseling, a residence, or other assistance from a community service center refrained from committing a crime as a result? Such assumptions, which may be valid, cannot be sustained in the light of scientific scrutiny.

One question can readily be answered. Before the Community Services Program was initiated in Missouri, there was no one nor was there anywhere that an ex-offender released without supervision could turn for assistance or advice. The transition from the closed, fully structured environment of a prison to a free-competition society is a difficult one. Most prisoners are inadequate people. The transition would be hard to accomplish for those with strong well-integrated personalities. Beyond a doubt, there was a need to provide assistance to those ex-offenders who desperately needed some support to maintain themselves in society without breaking the laws. Community service centers have provided the resource for those released individuals who need and are willing to seek help with their problems.

In our view, the need and usefulness of the program has been established. The concept of community service centers fills a gap in the correctional process that has long been lacking throughout the United States. Having concluded that service centers are useful and accomplish their stated purpose, we need to know if the same goals can be accomplished more economically.

## METHODOLOGY

In attempting to analyze the cost effectiveness of community service centers, we have made allowances for start-up slippage. Any new program must go through a period of initial wheel-spinning until the program becomes operational. Instead of taking the annual cost of the program as provided in the LEAA grant, we have arrived at an average monthly expenditure based on expenses for each service center and each institutional program for a three-month period at a time when the program was fully operational -- February, March, and April of 1976. Copies of the official accounting sheets for those three months were provided by the Division of Corrections, as well as the total expenditure for equipment during the life of the project.

In order to arrive at a monthly cost for equipment expenditures, the total cost of equipment was divided among the 14 community service offices according to the percentage of project positions in each. A five-year depreciation schedule was projected for all equipment.

### *ALLOCATION OF EQUIPMENT EXPENDITURES*

1. Central office	14.44%
2. Cape Girardeau	7.92%
3. Columbia	8.21%
4. Kansas City	13.26%
5. St. Louis I	15.43%
6. St. Louis II	8.67%
7. Springfield	9.08%
8. Missouri Intermediate Reformatory	5.78%
9. Missouri Training Center for Men	3.98%
10. Missouri State Penitentiary	4.98%
11. Church Farm	3.08%
12. State Correctional Center for Women	1.65%
13. Renz Farm	1.89%
14. Fordland Honor Camp	1.63%

*Example:*

The total amount of money spent for equipment including items on order since the beginning of the program was \$53,246.97.

Equipment charged to central office is  $\$53,246.97 \times .1444 = \$7,688.86 \div 60 =$   
\$128.15 monthly cost.

Office supplies, except for emergency items, are purchased by central office and distributed to the various offices on the same basis as equipment.

Office supplies - Central Office

Average 3-month expenditure  $2,814.96 \times .1444 \div 3 = \$135.49$

One other item was arrived at in the same manner. "Other professional services" (account # 477) is almost totally the NCCD fee for evaluating the program. This is not a continuing expense beyond the year of the contract, but we believe that the Community Services should have a research and evaluation capability. The amount allocated, \$6,996 per month, should be ample for the foreseeable future. In fact, now that service centers are maintaining uniform records on clients, types of services, and time expended on various activities, an on-going research effort should be relatively simple and inexpensive.

In order to present a clear picture of where community services money is being spent, we show a total monthly average for the project and then break down this total into individual offices. A separate expense record is shown for the central office; however, the central office expense is pro-rated among the

client-serving offices so that the cost-benefit analyses will accurately reflect the cost of serving each individual client. We will not attempt to analyze the expense of serving clients who are still serving sentences since data are not available and in our estimation the institutional activities should be a part of the cost of incarceration. During the period mentioned the institutional activities accounted for 24.36 percent of central office expenses and community service centers accounted for the other 75.64 percent.

In order to provide the maximum benefit from the cost-benefit analyses, we have used three approaches in analyzing community service centers. The first is a ratio of benefit (direct savings to taxpayers) to cost of the program on a monthly basis. The other fixes a dollar figure to services provided and develops a ratio of benefit to cost as a means to determine the efficiency of each center. The third, using time sheets as a basis for the monthly cost and the average number of placements per month as the value, establishes a benefit-cost ratio for the employment function of each service center. (See next page for explanation and example.) If a center is found to have a benefit-cost ratio greater than one, this is taken to indicate a cost efficient program. If the ratio is less than one, this does not indicate that the program is valueless, but may indicate a need to reduce cost.

In determining recidivism rates to be used in our analysis, the rate for the matched sample of flat-time releasees in 1973 is used as an expected rate for ex-offenders in the absence of service center aid. (See discussion in Chapter 4.) Seventeen percent of this group (which was matched to a center client group) were convicted of new offenses and recommitted to MDC within 12 months of their release. The reduced recidivism rate utilized for the service centers in our analysis (10.4 percent) is the actual rate of the client sample group followed in this study. Again, it represents the percentage of the group convicted of new offenses and recommitted to MDC within 12 months of release.

*Example:*

Average number of new clients per year	800
Number expected to recidivate in absence of service center assistance	$800 \times .17 = 136$
Projected number of recidivists in client group	$800 \times .104 = 83$

As more experience is gained and the service centers are operational longer and research is continued, recidivism information can be collected on a more systematic, regularized basis. Thus, future cost-benefit analyses may be able to utilize more accurate recidivism rates.

Placement costs per month were determined by time devoted to placements, as recorded on time sheets over a three-month period in each service center.

*Example:*

A caseworker earning \$920 per month spent 10 hours.  
A caseworker earning \$878 per month spent 10 hours.  
A caseworker earning \$727 per month spent 10 hours.  
A research assistant spent 10 hours.

Caseworker:	$920 \div 160 = 5.75 \times 10 = 57.50 + \text{fringe } (14.25\%) = 65.69$	
	$878 \div 160 = 5.50 \times 10 = 55.00 + \text{fringe } (14.25\%) = 62.84$	
	$727 \div 160 = 4.55 \times 10 = 45.50 + \text{fringe } (14.25\%) = 51.98$	
Research intern: \$3/per hour X 10 =	30.00	30.00
		<hr/>
		\$210.51

If the average number of placements was five the cost per placement would be

$$210.51 \div 5 = \$42.10$$

Dollar value of each placement was determined by multiplying the standard employment agency fee, six percent of annual salary, to an annual salary which is paid an average laborer.

Average laborer's wage 2.50 X 8 hours X 250 days = \$5,000

\$5,000 X .06 = \$300 dollar value of each placement.

Dollar value of services to clients were determined by making telephone inquiries of various private and public social agencies.

*DOLLAR VALUE OF SERVICES*

Institutional contacts	@ \$30
Office contacts	@ \$15
Non-office contacts	@ \$25
Phone contacts	@ \$3
Letter contacts	@ \$10
Agency contacts	@ \$10
Family contacts	@ \$15
Counseling contacts	@ \$20
Job development contacts	@ \$15
Job referral contacts	@ \$15
*Job placements	@ \$300
Speaking engagements	@ \$40
Phone information	@ \$2

\*See explanation for value of job placements.

COMMUNITY CORRECTIONAL SERVICE SYSTEM

Average Monthly Expenditures:

Personnel	\$59,346.58
Personnel - institutions	18,016.81
Equipment	658.70
Equipment repair	47.32
Travel (in-state)	9,129.09
Gasoline	69.03
Travel (out-of-state)	-0-
Auto leasing	414.67
Conferences	68.10
Office supplies	732.54
Office services	995.11
Telephone	2,145.83
Postage and box rentals	744.28
Printing	131.02
Photo service	44.55
Advertising	141.23
Food	255.10
Education	-0-
Professional services	6,996.15
Occupancy	1,964.32
Utilities	248.52
Housekeeping	20.75
Service agreements	125.33
Client maintenance	517.25
Personnel development	38.32
Technical supplies	171.90
Miscellaneous	5.07
	<hr/>
Average Monthly Cost	\$103,027.57
	X 12
	<hr/>
Annual Expenditures	\$1,236,330.80 *

\*Total cost of community service program including institutions.

CENTRAL OFFICE

AVERAGE MONTHLY COST

(Based on February, March, April 1976)

Personnel	\$11,349.80
Travel (in-state)	1,918.20
Travel (out-of-state)	-0-
Other direct costs	9,155.78
	<hr/>
	\$22,423.78

Throughout this section of the report expenditures of the various offices are divided into three categories. Analyses of all costs indicate that the only significant savings that could be realized would have to come from either personnel or travel costs.

PRO-RATA SHARE OF CENTRAL OFFICE EXPENSES

St. Louis I	19.23%	\$4,312.09
St. Louis II	7.69%	1,724.39
Kansas City	17.95%	4,025.07
Springfield	10.26%	2,300.68
Columbia	8.97%	2,011.41
Cape Girardeau	11.54%	2,587.70
Institutions	24.36%	5,462.43
	<hr/>	<hr/>
	100%	\$22,423.78

ST. LOUIS COMMUNITY SERVICE CENTER I

Cost - Benefit

MONTHLY OPERATING COST:

Personnel	\$11,911.49
Travel (In-state)	1,480.80
Other Direct Costs	844.48
	<hr/>
Sub-total	\$14,236.77
Central Office Pro-rata Share	4,312.09
	<hr/>
Total	\$18,548.86

Monthly Average: Number Active Clients	342	Monthly Average: Job Placements	39
Monthly Average: Cost per client	\$54.24	Cost of each placement:	\$51.18

Institutional contacts	34 @ 30	\$ 1,020
Office contacts	147 @ 15	2,205
Non-office contacts	144 @ 25	3,600
Phone contacts	326 @ 3	978
Letter contacts	113 @ 10	1,130
Agency contacts	95 @ 10	950
Family contacts	9 @ 15	135
Counseling contacts	114 @ 20	2,280
Job Development	145 @ 15	2,175
Job Referral	116 @ 15	1,740
Job Placements	39 @ 300	11,700
Speaking Engagements	2 @ 40	80
Phone Information	10 @ 2	20
		<hr/>
		\$28,013

Number of new clients per year	818
Recidivism rate of control group	17.0%
Projected number of recidivists without center assistance	139
Recidivism rate of client sample group	10.4%
Projected number of client recidivists	85
Difference in number of recidivists	54

Estimated cost of incarceration \*

3,812 X 54 = \$205,848

LAW ENFORCEMENT AND COURT COST\*\*

Apprehension and prosecution	\$325.35
Crime Cost	788.20
	<hr/>
	\$1,113.55

\$1,113.55 X 54 = \$60,131.70

\$205,848 + \$60,132 ÷ 12 = \$22,165 Savings Monthly

COST - BENEFIT -- TAX DOLLARS

Monthly Cost of Program	\$18,549
Taxpayer Savings	\$22,165
Benefit - Cost Ratio	1.20

COST - BENEFIT -- CLIENT SERVICES

Monthly Cost of Program	\$18,549
Value of Services Provided	\$28,013
Benefit - Cost Ratio	1.51

COST - BENEFIT -- JOB PLACEMENTS

Cost of Placements	\$1,996
Value of Placements	\$11,700
Benefit - Cost Ratio	5.86

\* 1974 average cost for incarceration per person day was \$8.67. Amount increased by 12 percent for 1975 and 1½ percent for 1976.

\*\* Crime connected economic benefits obtained from an estimate in "Cost-Benefit Analysis," American Bar Association, May, 1974, p. 31. Amount increased by 12 percent for 1974, 8 percent for 1975, and 0.5 percent each month for 1976.

ST. LOUIS COMMUNITY SERVICE CENTER II

Cost - Benefit

MONTHLY OPERATING COST:

Personnel	\$ 6,790.97
Travel (In-state)	711.65
Other Direct Costs	839.64
	<hr/>
Sub-total	\$ 8,342.26
Central Office Pro-rata Share	1,724.39
	<hr/>
	\$10,066.65

Monthly Average: Number Active Clients	126	Monthly Average: Job Placements	16
Monthly Average: Cost per client	\$79.89	Cost of each Placement:	\$36.56

Institutional contacts	20 @ 30	\$ 600
Office contacts	119 @ 15	1,785
Non-office contacts	144 @ 25	3,600
Phone contacts	186 @ 3	558
Letter contacts	41 @ 10	410
Agency contacts	27 @ 10	270
Family contacts	23 @ 15	345
Counseling contacts	64 @ 20	1,280
Job Development	139 @ 15	2,085
Job Referral	70 @ 15	1,050
Job Placements	16 @ 300	4,800
Speaking Engagements	3 @ 40	120
Phone Information	7 @ 2	14
		<hr/>
		\$16,917

Number of new clients per year	403
Recidivism rate of control group	17.0%
Projected number of recidivists without center assistance	69
Recidivism rate of client sample group	10.4%
Projected number of client recidivists	42
Difference in number of recidivists	27

Estimated cost of incarceration \*

3,812 X 27 = \$102,924

LAW ENFORCEMENT AND COURT COST \*\*

Apprehension and prosecution	\$325.35
Crime Cost	788.20
	<hr/>
	\$1,113.55

$\$1,113.55 \times 27 = \$30,065.85$

$\$102,924 + 30,066 \div 12 = \$11,083$  Savings Monthly

COST - BENEFIT -- TAX DOLLARS

Monthly Cost of Program	\$10,067
Taxpayer Savings	\$11,083
Benefit - Cost Ratio	1.10

COST - BENEFIT -- CLIENT SERVICES

Monthly Cost of Program	\$10,067
Value of Services Provided	\$16,917
Benefit - Cost Ratio	1.68

COST - BENEFIT -- JOB PLACEMENTS

Cost of Placements	\$585
Value of Placements	\$4,800
Benefit - Cost Ratio	8.21

\* 1974 average cost for incarceration per person day was \$8.67. Amount increased by 12 percent for 1975 and 1 1/2 percent for 1976.

\*\* Crime connected economic benefits obtained from an estimate in "Cost-Benefit Analysis," American Bar Association, May, 1974, p. 31. Amount increased by 12 percent for 1974, 8 percent for 1975, and 0.5 percent for each month for 1976.

KANSAS CITY COMMUNITY SERVICE CENTER

Cost - Benefit

MONTHLY OPERATING COST:

Personnel	\$11,408.84
Travel (In-state)	1,197.22
Other Direct Costs	1,160.66
	<hr/>
Sub-total	\$13,766.72
Central Office Pro-rata Share	4,025.07
	<hr/>
Total	\$17,791.79

Monthly Average: Number active clients	246	Monthly Average: Job Placements	33
Monthly Average: Cost per client	\$72.32	Cost of each Placement:	\$56.64

Institutional contacts	32 @ 30	\$ 960
Office contacts	129 @ 15	1,935
Non-office contacts	169 @ 25	4,225
Phone contacts	576 @ 3	1,728
Letter contacts	56 @ 10	560
Agency contacts	52 @ 10	520
Family contacts	92 @ 15	1,380
Counseling contacts	90 @ 20	1,800
Job Development	374 @ 15	5,610
Job Referral	182 @ 15	2,730
Job Placements	33 @ 300	9,900
Speaking Engagements	11 @ 40	440
Phone Information	3 @ 2	6
		<hr/>
		\$31,794

Number of new clients per year	620
Recidivism rate of control group	17.0%
Projected number of recidivists without center assistance	105
Recidivism rate of client sample group	10.4%
Projected number of client recidivists	64
Difference in number of recidivists	41

Estimated cost of incarceration \*

3,812 X 41 = \$156,292

LAW ENFORCEMENT AND COURT COST \*\*

Apprehension and prosecution	\$325.35
Crime Cost	788.20
	<hr/>
	\$1,113.55

$\$1,113.55 \times 41 = \$45,655.55$

$\$156,292 + 45,656 \div 12 = \$16,829$  Savings Monthly

COST - BENEFIT -- TAX DOLLARS

Monthly Cost of Program	\$17,792
Taxpayer Savings	\$16,829
Benefit - Cost Ratio	.95

COST - BENEFIT -- CLIENT SERVICES

Monthly Cost of Program	\$17,792
Value of Services Provided	\$31,794
Benefit - Cost Ratio	1.79

COST - BENEFIT -- JOB PLACEMENTS

Cost of Placements	\$1,869
Value of Placements	\$9,900
Benefit - Cost Ratio	5.30

\* 1974 average cost for incarceration per person day was \$8.67. Amount increased by 12 percent for 1975 and 1½ percent for 1976.

\*\* Crime connected economic benefits obtained from an estimate in "Cost-Benefit Analysis," American Bar Association, May, 1974, p. 31. Amount increased by 12 percent for 1974, 8 percent for 1975, and 0.5 percent each month for 1976.

SPRINGFIELD COMMUNITY SERVICE CENTER

Cost - Benefit

MONTHLY OPERATING COST:

Personnel	\$ 5,357.66
Travel (In-state)	779.47
Other Direct Costs	876.07
	<hr/>
Sub-total	\$ 7,013.20
Central Office Pro-rata Share	2,300.68
	<hr/>
Total	\$9,313.88

Monthly Average: Number active clients	193	Monthly Average: Job Placements	33
Monthly Average: Cost per client	\$48.26	Cost of each Placement:	\$26.70

Institutional contacts	21 @ 30	\$ 630
Office contacts	124 @ 15	1,860
Non-office contacts	70 @ 25	1,750
Phone contacts	196 @ 3	588
Letter contacts	14 @ 10	140
Agency contacts	42 @ 10	420
Family contacts	14 @ 15	210
Counseling contacts	35 @ 20	700
Job Development	207 @ 15	3,105
Job Referral	68 @ 15	1,020
Job Placements	33 @ 300	9,900
Speaking Engagements	10 @ 40	400
Phone Information	2 @ 2	4
		<hr/>
		\$20,727

Number of new clients per year	600
Recidivism rate of control group	17.0%
Projected number of recidivists without center assistance	102
Recidivism rate of client sample group	10.4%
Projected number of client recidivists	62
Difference in number of recidivists	40

Estimated cost of incarceration \*

3,812 X 40 = \$152,480

LAW ENFORCEMENT AND COURT COST \*\*

Apprehension and prosecution	\$325.35
Crime Cost	788.20
	<hr/>
	\$1,113.55

\$1,113.55 X 40 = \$44,542

\$152,480 + 44,542 ÷ 12 = \$16,419      *Savings Monthly*

COST - BENEFIT -- TAX DOLLARS

Monthly Cost of Program	\$9,314
Taxpayer Savings	\$16,419
Benefit - Cost Ratio	1.76

COST - BENEFIT -- CLIENT SERVICES

Monthly Cost of Program	\$9,314
Value of Services Provided	\$20,727
Benefit - Cost Ratio	2.23

COST - BENEFIT -- JOB PLACEMENTS

Cost of Placements	\$881
Value of Placements	\$9,900
Benefit - Cost Ratio	11.24

\* 1974 average cost for incarceration per person day was \$8.67. Amount increased by 12 percent for 1975 and 1 1/2 percent for 1976.

\*\* Crime connected economic benefits obtained from an estimate in "Cost-Benefit Analysis," American Bar Association, May, 1974, p. 31. Amount increased by 12 percent for 1974, 8 percent for 1975, and 0.5 percent each month for 1976.

COLUMBIA COMMUNITY SERVICE CENTER

Cost - Benefit

MONTHLY OPERATING COST:

Personnel	\$ 5,405.86
Travel (In-state)	283.12
Other Direct Costs	512.39
	<hr/>
Sub-total	\$ 6,201.37
Central Office Pro-rata Share	2,011.41
	<hr/>
Total	\$ 8,212.78

Monthly Average: Number active clients	132	Monthly Average: Job Placements	22
Monthly Average: Cost per client	\$62.22	Cost of each Placement:	\$22.45

Institutional contacts	37 @ 30	\$ 1,110
Office contacts	108 @ 15	1,620
Non-office contacts	50 @ 25	1,250
Phone contacts	292 @ 3	876
Letter contacts	25 @ 10	250
Agency contacts	90 @ 10	900
Family contacts	35 @ 15	525
Counseling contacts	90 @ 20	1,800
Job Development	116 @ 15	1,740
Job Referral	92 @ 15	1,380
Job Placements	22 @ 300	6,600
Speaking Engagements	2 @ 40	80
Phone Information	20 @ 2	40
		<hr/>
		\$18,171

Number of new clients per year	281
Recidivism rate of control group	17.0%
Projected number of recidivists without center assistance	48
Recidivism rate of client sample group	10.4%
Projected number of client recidivists	29
Difference in number of recidivists	19

Estimated cost of incarceration \*

3,812 x 19 = \$72,428

LAW ENFORCEMENT AND COURT COST \*\*

Apprehension and prosecution	\$325.35
Crime Cost	788.20
	<hr/>
	\$1,113.55

\$1,113.55 x 19 = \$21,157.45

\$72,428 + \$21,157 ÷ 12 = \$7,799 Savings Monthly

COST - BENEFIT -- TAX DOLLARS

Monthly Cost of Program	\$8,213
Taxpayer Savings	\$7,799
Benefit - Cost Ratio	.95

COST - BENEFIT -- CLIENT SERVICES

Monthly Cost of Program	\$ 8,213
Value of Services Provided	\$18,171
Benefit - Cost Ratio	2.21

COST - BENEFIT -- JOB PLACEMENTS

Cost of Placements	\$494
Value of Placements	\$6,600
Benefit - Cost Ratio	13.36

\* 1974 average cost for incarceration per person day was \$8.67. Amount increased by 12 percent for 1975 and by 1½ percent for 1976.

\*\* Crime connected economic benefits obtained from an estimate in "Cost-Benefit Analysis," American Bar Association, May, 1974, p. 31. Amount increased by 12 percent for 1974, 8 percent for 1975, and 0.5 percent each month for 1976.

CAPE GIRARDEAU COMMUNITY SERVICE CENTER

Cost - Benefit

MONTHLY OPERATING COST:

Personnel	\$7,121.83
Travel (In-state)	1,899.76
Other Direct Costs	1,076.08
	<hr/>
Sub-total	\$10,097.67
Central Office Pro-rata Share	2,587.70
	<hr/>
Total	\$12,685.37

Monthly Average: Number active clients	185	Monthly Average: Job Placements	32
Monthly Average: Cost per client	\$68.57	Cost of each Placement:	\$19.47

Institutional contacts	79 @ 30	\$ 2,370
Office contacts	79 @ 15	1,185
Non-office contacts	466 @ 25	11,650
Phone contacts	327 @ 3	981
Letter contacts	59 @ 10	590
Agency contacts	47 @ 10	470
Family contacts	102 @ 15	1,530
Counseling contacts	39 @ 20	780
Job Development	153 @ 15	2,295
Job Referral	73 @ 15	1,095
Job Placements	32 @ 300	9,600
Speaking Engagements	10 @ 40	400
Phone Information	15 @ 2	30
		<hr/>
		\$32,976

Number of new clients per year	430
Recidivism rate of control group	17.0%
Projected number of recidivists without center assistance	73
Recidivism rate of client sample group	10.4%
Projected number of client recidivists	45
Difference in number of recidivists	28

Estimated cost of incarceration \*

3,812 X 28 = \$106,736

LAW ENFORCEMENT AND COURT COST \*\*

Apprehension and prosecution	\$325.35
Crime Cost	788.20
	<hr/>
	\$1,113.55

\$1,113.55 X 28 = \$31,179.40

\$106,736 + 31,179 ÷ 12 = \$11,493 Savings Monthly

COST - BENEFIT -- TAX DOLLARS

Monthly Cost of Program	\$12,685
Taxpayer Savings	\$11,493
Benefit - Cost Ratio	.91

COST - BENEFIT -- CLIENT SERVICES

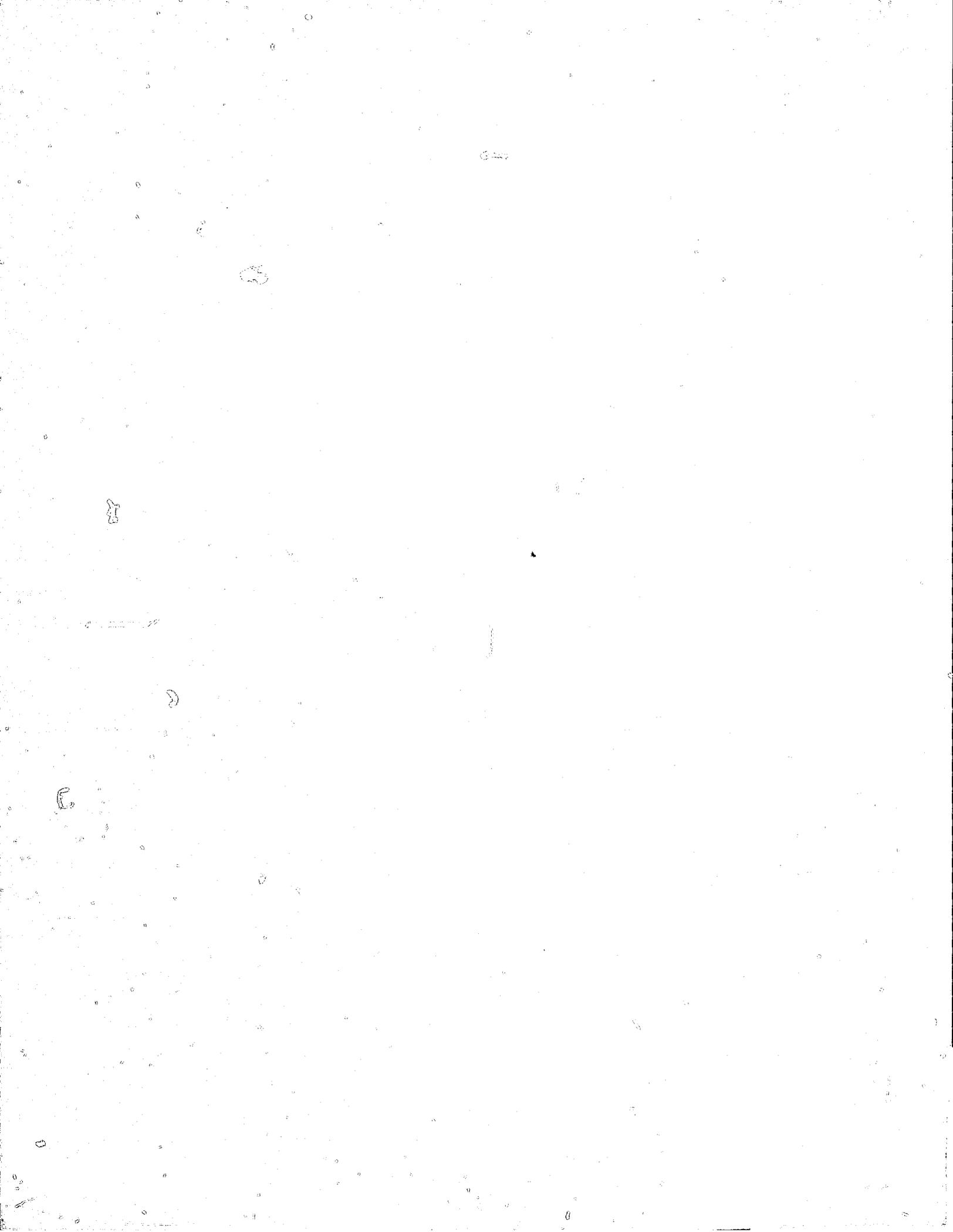
Monthly Cost of Program	\$12,685
Value of Services Provided	32,976
Benefit - Cost Ratio	2.60

COST - BENEFIT -- JOB PLACEMENTS

Cost of Placements	\$623
Value of Placements	\$9,600
Benefit - Cost Ratio	15.41

\* 1974 average cost for incarceration per person day was \$8.67. Amount increased by 12 percent for 1975 and 1 1/2 percent for 1976.

\*\* Crime connected economic benefits obtained from an estimate in "Cost-Benefit Analysis," American Bar Association, May, 1974, p. 31. Amount increased by 12 percent for 1974, 8 percent for 1975, and 0.5 percent each month for 1976.



**CONTINUED**

**1 OF 2**

## COST EFFECTIVENESS SUMMARY

Comparative costs for July, August, September 1975 with February, March, and April 1976 (monthly average):

	<u>1975</u>	<u>1976</u>
CENTRAL OFFICE	\$17,492.07	\$22,423.78
SERVICE CENTERS *		
St. Louis Service Center I	19,245.25	18,548.86
St. Louis Service Center II	10,541.14	10,066.65
Kansas City Service Center	17,688.81	17,791.79
Springfield Service Center	11,047.69	9,313.88
Columbia Service Center	10,329.04	8,212.78
Cape Girardeau Service Center	12,526.58	12,685.37
	\$81,378.51	\$76,619.33

\*includes pro rata share of central office costs.

### MONTHLY AVERAGE COST PER CLIENT

	<u>Number</u>	<u>1975</u>	<u>Number</u>	<u>1976</u>
St. Louis I Service Center	(272)	\$70.75	(342)	\$54.24
St. Louis II Service Center	(170)	62.01	(126)	79.89
Kansas City Service Center	(240)	73.70	(246)	72.32
Springfield Service Center	(126)	87.68	(193)	48.26
Columbia Service Center	(118)	87.53	(132)	62.22
Cape Girardeau Service Center	(204)	61.40	(185)	68.57
	(1,130)		(1,224)	

Monthly average cost per client - all centers:

1975 - \$81,379 ÷ 1,130 = \$72.02

1976 - \$76,619 ÷ 1,224 = \$62.60

*MONTHLY AVERAGE VALUE OF SERVICE TO EACH CLIENT*

	<u>1975</u>	<u>1976</u>
St. Louis I Service Center	\$42.41	\$81.90
St. Louis II Service Center	52.12	134.26
Kansas City Service Center	132.15	129.24
Springfield Service Center	134.18	124.86
Columbia Service Center	78.20	144.21
Cape Girardeau Service Center	114.18	178.25

<i>Average value of services to clients - all centers</i>	<u>1975</u>	<u>1976</u>
	\$92.21	\$132.12

*MONTHLY AVERAGE - EMPLOYMENT SERVICES*

	<u>1 9 7 5</u>			<u>1 9 7 6</u>		
	<u>Number</u>	<u>Cost</u>	<u>Value</u>	<u>Number</u>	<u>Cost</u>	<u>Value</u>
St. Louis I Service Center	11	\$931	\$3,036	39	\$1,996	\$11,700
St. Louis II Service Center	11	326	3,036	16	585	4,800
Kansas City Service Center	37	1,104	10,212	33	1,869	9,900
Springfield Service Center	18	829	4,968	33	881	9,900
Columbia Service Center	10	316	2,760	22	494	6,600
Cape Girardeau Service Center	24	753	6,624	32	623	9,600
	<u>111</u>	<u>\$4,259</u>	<u>\$34,895</u>	<u>175</u>	<u>\$6,448</u>	<u>\$52,500</u>

*MONTHLY AVERAGE - TAXPAYER SAVINGS*

	<u>Monthly Cost</u>	<u>Taxpayer Savings</u>	<u>Savings/Cost Ratio</u>
St. Louis I Service Center	\$18,549	\$22,165	1.20
St. Louis II Service Center	10,067	11,083	1.10
Kansas City Service Center	17,792	16,829	.95
Springfield Service Center	9,314	16,419	1.76
Columbia Service Center	8,213	7,799	.95
Cape Girardeau Service Center	12,685	11,493	.91
<b>TOTAL</b>	<u>\$76,620</u>	<u>\$85,788</u>	<u>1.12</u>

## DISCUSSION

Program Costs. The total cost of the service center program has decreased in 1976 when compared with 1975. The central office cost has increased, but this is more than offset by the decrease in costs for each of the service centers. A total reduction of \$4,759.18 per month below 1975 figures is reflected in the current analysis.

This reduction was predictable, based on the initial start-up costs, the need for making a great many community contacts, the need for soliciting clients, and the training of personnel. As the centers gained acceptance in the community and credibility among clients the requirements for canvassing type activities would naturally abate. We might add that it is extremely encouraging to see this reduction occur in a bureaucracy. Usually a division of a bureau continues to grow and become more expensive despite evidence that additional costs are unwarranted.

Average cost per client. In all centers except one the average cost per client decreased. In a few of the centers the reduction was substantial. In St. Louis II Center the average cost went from \$62.01 in 1975 to \$78.89 in 1976. In the same period, however, the value of services performed for the average client rose from \$52.12 in 1975 to \$134.26 in 1976. The increased value of services undoubtedly justifies the slight increase in cost per client.

Value of Service to Clients. The average value of service to each client rose from \$92.21 in 1975 to \$132.12 in 1976. In two of the service centers, the average

value of services declined. This seemingly inexplicable situation can easily be explained, even though the two centers are in different parts of the state and operate quite differently. In Kansas City the number of clients was relatively stable but the economic situation made it more difficult to find employment for clients, even though more effort was directed to that activity. The monthly average of job placements declined from 37 per month in 1975 to 33 in 1976.

In Springfield, the apparent decline resulted from a large increase in the number of active clients, from 126 in 1975 to 166 in 1976. The number of job placements increased materially, from 18 in 1975 to 33 in 1976, but in averaging the services provided to each individual naturally decreased with the increase in the number of clients.

As stated in the preliminary report, we believe that the value of services to clients versus the cost of the program provides the most accurate assessment of the value of the community service centers. The average dollar value of services provided by the centers is an impressive \$2.00 for each dollar spent.

Employment Services. Released inmates may be divided into two categories from the standpoint of most employers: unemployable because of past record of felony convictions; or unemployable because of lack of saleable skills. An ex-offender may leave an institution with the best intentions to go straight. He soon finds that he is neither trusted nor wanted by the average employer. Without assistance or resources he soon reverts to crime as the only alternative. In our view, the most important function of the service centers is finding employment for their

clients. Without a job, the rest of the program is meaningless. Every inmate we interviewed gave employment as his most important need when he was released. In fact, most gave finding a job as the only need.

The community service centers have been quite successful in the difficult task of placing clients in the work world. In 1975 the centers placed an average of approximately 10 percent of their clients (111 of 1130). In 1976, the percentage rose to almost 15 percent (175 of 1191). Considering the number of unemployed in Missouri since the centers became operational, the record is impressive.

Taxpayer Savings. Comparative figures on taxpayer savings for 1975 are not shown because we used a different formula for computing savings in the preliminary report. After consideration of responses to the methods used in the preliminary report, and after some additional study on the subject, we decided to alter our formula as follows:

1. Increase the cost of apprehension and courts costs to reflect the inflation that has occurred in the past two years.
2. Increase the cost of incarceration to reflect inflation since 1974.
3. Use all service clients as possible recidivists, since all have been incarcerated in jails or prisons.
4. Although the cost of incarceration may be lower or higher in county jails the rate of \$10.44 per day is quite modest compared with incarceration costs in most jurisdictions in the United States.

The ratio of taxpayer savings to program cost is the most widely used benefit-cost analysis technique employed in the evaluation of social service programs, but we believe it is the most inaccurate and does the least toward proving the value of a given program. While there is some variation in service centers evaluated, the overall average for all centers gives a ratio of 1.12. This figure indicates that \$1.12 of taxpayer funds was saved for each dollar spent.

It should be pointed out that the positive results in this updated evaluation come more from an "economy of scale" than from the change of method utilized in the preliminary evaluation. In other words, the increase of an average of 94 clients per month would increase the taxpayer savings accordingly as long as the expenditures for servicing the increased number of clients does not increase materially. In the operation of the service centers the overall costs actually decreased. The evidence, therefore, indicates that efficiency has increased in 1976 over the 1975 period evaluated.

## CHAPTER 6

### THE VOLUNTEERS IN CORRECTIONS PROGRAM

A very important component of the Community Services Program that cuts across the conceptual lines separating the community corrections service center aspect of the program -- working mainly with ex-offenders -- from the institutional aspect of the program -- working mainly with inmates -- is the Volunteers in Corrections Program (VIC). The staffing and development of this program has been funded by the Community Services Program and it has grown steadily to the point where hundreds of volunteers have gone through the program with about 350 currently active.

The mission of the program has been defined as: "to improve public safety by involving the community in rehabilitation of offenders through reintegration." The goals include the program becoming a source for dissemination of public information regarding corrections; volunteers supplementing and extending staff efforts to increase services to clients without a corresponding increase in cost; and inmates and ex-offenders receiving increased direct services.

The program has been in a state of flux and growth since even before the Community Services Program was funded. Prior to that time, an unstructured volunteer program of sorts existed in some of the institutions, depending on the local conditions and the receptivity of the institutional staff. Typical volunteer activities at that time included work such as that by Alcoholics Anonymous, the Great Books Discussion Clubs, religious discussion groups, the Jaycees, and a limited amount of one-to-one volunteer-inmate activity.

With the Community Services Program came official attention to the untapped potential of volunteers to enhance and enrich correctional programs and to increase community participation in corrections. An official Volunteers in Corrections Program was initiated and a full-time statewide coordinator was employed. Staffing patterns have changed from time to time during the course of the grant, but there have been at one time or another regional coordinators, a full-time coordinator at MSP, and each institution or community service center has had an institutional activities coordinator, caseworker, or other staff designated as volunteer coordinator at least part-time. During most of the grant period, the bulk of the program effort occurred in the institutions, with little activity in the community service centers. As the service center programs gradually stabilized, activity and growth of the volunteer programs picked up, but never reached the level of institutional activity.

A good deal of effort and energy have been expended in planning and implementing a highly professional VIC Program. Much attention has been paid to established techniques and standards for recruitment, screening, and training of volunteers; to program records; to centralized planning, coordination, and policy-making; to maintenance of contact and knowledge of national volunteer information and research; etc. Much about the program is highly commendable. However, at the operational level in the institutions and the community the program is somewhat different from the one that appears to exist at first glance. Although there are many active, successful volunteers doing valuable work, the program does not seem to be meeting its potential.

At the level of the individual institution, this is not a coordinated program.

There are now statewide policies on screening and training, training materials

have been developed; records are kept; and technical assistance is available. However, individual institutions (with some exceptions) seem to be going on very much as they did before the statewide program began, each in its individual way. Central policies are ignored as much as possible where they interfere with what the individual institution wants to do. Institutions that have always had a significant volunteer involvement in one-to-one volunteer-inmate relationships continue to have this; others have virtually none. Institutions that have always emphasized the religious discussion group aspect of volunteer programming continue to rely heavily on it; others do not.

This is not to say that there should be uniformity among the institutions. Each is different, with different populations and needs. But we see much room for more variety and experimentation and imagination. There are more volunteers now (or at least better records are kept). But each institution appears to be utilizing volunteers in much the same way and from the same general segments of the community that they have in the past. We do not see that central coordination has made a significant impact in *broadening* community participation in the institutions or in *broadening* the institution's contact with the community. Contact and participation have quantitatively increased, but they have not expanded.

The potential in the urban communities of the state, away from the institutions, is even more untapped. In most regions, the development of the VIC program was accorded a low priority by the service centers, and consequently little activity took place. This situation has changed for the better in recent months, and may change more as the service center program contracts and paid staffing is reduced. We do not mean to belittle the efforts of those staff and volunteers who have

been performing a valuable service in the field. However, it is clear that the VIC Program has not been sold to the communities.

This state of affairs has not come about because of negative attitudes. In the institutions we found a generally positive attitude toward the program. Institutional activities coordinators were asked to check a one-page form with statements related to improvements they felt were needed in the VIC Program. All seven had suggestions for improvement, but the suggestions indicate a general acceptance of the program conceptually. Their suggestions are listed below:

- |   |   |
|---|---|
| (1) Not enough volunteers                           | 5 |
| (2) Better organization of program generally        | 5 |
| (3) Improve volunteer orientation & training        | 4 |
| (4) More money to defray volunteer program expenses | 4 |
| (5) Improve relations with regular staff            | 4 |
| (6) Improve relations with community                | 4 |

Institutional staff were interviewed in the summer of 1975 and in May 1976, and were asked a number of questions about the volunteer program. When asked, "Does the regular staff accept and understand the volunteer program?" less than half said yes, but all of the interviewees checked both positive and negative statements on a checklist designed to elicit information about the reasons for liking or disliking the program. This indicates that the respondents were recording their own feelings about the program and not their opinions of general staff reactions. Responses are recapitulated below.

*Insofar as staff does accept and like your volunteer program, what are some of the main reasons they like it? (N=63)*

Better contact with community; improves community relations.	57	90%
Helps to tap into available community resources.	44	70%
More attention given to inmates, via volunteers.	39	62%
Volunteers are a source of good new ideas.	30	48%
Volunteers have a range of special skills which staff usually doesn't have.	28	44%
Volunteers help to free staff from routine jobs.	25	40%
Because volunteer works free, has better chance to form good relationship.	18	29%

*Insofar as staff dislikes and does not accept your volunteer program, what are some of the main reasons for this? (N=63)*

Volunteers get over-involved with inmates.	35	56%
Volunteers are too naive, don't really know what it's all about.	33	52%
Volunteers interrupt the regular routine of the institution.	32	51%
They criticize the system too much, without understanding it.	27	43%
They get to do all the "good guy" things with the the inmates, while we become even more the "bad guys."	14	22%
Volunteers make it harder to control offenders.	10	16%
Volunteers are undependable: you can't count on them.	10	16%
We feel out of touch with the volunteer program.	8	13%
Insofar as volunteers can do the job without pay, there'll be less money for our salaries and general budget.	4	6%
They take too much time; we could do the job easier ourselves directly.	3	5%

When a random sample of inmates were interviewed they were asked: "Do you have any contact with volunteers from the community?" Responses to this question are presented below. A surprising number of respondents had contact with volunteers. Institutions that are remote from a community and those inaccessible because of security regulations had populations with the least contact. Church Farm and MIR are situated in a rural area. MSP limits contact for security reasons, and to some degree a heavy influx of volunteers is not encouraged at MIR.

*Do you have any contact with volunteers from the community?*

	N=	Yes		No	
MSP	51	18	35%	33	65%
MTCM	36	20	56%	16	44%
MIR	17	3	18%	14	82%
FHC	15	10	67%	5	33%
CF	14	3	21%	11	79%
RF	13	9	69%	4	31%
SCCW	12	7	58%	5	42%
TOTALS	158	70	44%	88	56%

A cost analysis of the Volunteers in Corrections Program was made by the director of the program early this year for the year 1975. His methodology was similar to NCCD's methodology in computing the value of services performed by community service center personnel, although there were differences. One such difference was that he computed the value of services on an hourly basis at varying rates per hour, whereas NCCD put a dollar value on each service performed. At any rate,

using his study it is possible to place a dollar figure on services performed. In computing costs the director used percentages of community service personnel in addition to full-time personnel. The result of this analysis is a favorable benefit-cost ratio indicating that volunteers provided \$2.68 worth of services for each \$1.00 spent by the Division of Corrections in supporting the program:

Annual cost: \$86,831.32

Annual benefit (47,866 hours): \$228,496

$\$86,831.32 \div 12 = \$7,236$  (cost per month)

$\$228,496 \div 12 = \$19,831$  (benefit per month)

Benefit/cost = \$2.68

Our conclusion regarding this program is that it is one of great potential value that has a positive image and still has an opportunity to prove itself. Even if it were continued only at the present level, its value in terms of increased direct services to certain segments of the inmate and ex-offender population is demonstrated. However, its present level of accomplishment does not meet the objectives set for it. Activities should be broadened into the urban communities to include not only direct services to clients but also citizen advocacy for correctional improvements and advocacy for changes in the adverse conditions affecting the reentry of offenders into society. Activities in the institutions should be broadened similarly.

## CHAPTER 7

### PUBLIC EDUCATION AND INFORMATION

A primary objective of the Community Services Program was to initiate a statewide program of public information and education of the relationship between the Missouri Division of Corrections and the public, and the following elements were listed in the grant application as activities needed to accomplish this objective:

- (a) production of documentary films, tapes, billboards, posters, TV-radio spots, etc.
- (b) production of reports and brochures on division operations in the institutions and in the community, with emphasis on encouraging community support of both incarcerated inmates and ex-offenders.
- (c) initiation of a series of citizen workshops on corrections.

The objectives of this component of the program have been successfully carried out, and their fulfillment has been a valuable addition to the visibility of the correctional system in Missouri.

Responsibility for fulfilling these objectives has been spread throughout the community services staff, with service center managers and some central office staff bearing the burden of speaking engagements, participation in television

and radio talk shows, etc. Each service center also sponsored a regional citizen workshop on corrections. In addition, a proportion of the time of the division's executive assistant was exclusively devoted to this component of the program and used as matching funds for the grant. Finally, the conduct of a public opinion survey and the production of a documentary film and television spots were subcontracted to private firms in the state.

It is impossible to judge the impact of this program accurately, but the efforts and expenditures appear to have been well spent. This report does not attempt a complete inventory of program activities, but we shall briefly describe some of them in order to indicate the scope.

Public Attitude Survey. A survey of attitudes toward corrections and toward ex-offenders was conducted in each of the five metropolitan areas served by a community corrections service center. Separate surveys of the general public, employers of ex-offenders, and ex-offenders were conducted. The findings of this survey formed the basis of recommendations made by the firm conducting the survey to the division on the conduct of a public education campaign. The survey generally discovered rather favorable public attitudes toward rehabilitation rather than punishment as the correctional system's mission and generally positive abstract attitudes toward giving ex-offenders a chance in society. However, the survey also showed that there is little knowledge about the division's activities in the rehabilitation of offenders and in aid to ex-offenders. It was therefore concluded that a broad public education effort was needed, and had every chance of being favorably received.

In the words of the division's executive assistant: "The survey findings indicated that the Division of Corrections should not try to change adverse attitudes or opinions on a priority basis -- but should try to fill in gaps that exist because of present lack of information and build on the general positive feeling about rehabilitation. The main theme of the division's public education program should be rehabilitation pays. It should be carried out with individual examples, case histories of success and the saving to taxpayers when the ex-offender becomes an effective, law-abiding citizen. The division should focus on selected publics rather than the entire public. It should win support for the division's programs first with these key segments of the public and then gradually expand on a priority basis."

Production of Audio/Visual Materials. The Community Services Program sponsored the production of a documentary film called "Break into Prison" on the Missouri correctional system that has received wide distribution throughout the state, being shown to private and public groups and as public service programming on television stations. Television advertisements and public service announcements have been distributed to all the major television stations in the regions served by the community centers. These spots basically ask for public acceptance of the ex-offender, emphasize the need for employers of ex-offenders and volunteers, and carry information about the needs of the division and its present efforts toward rehabilitation. In addition to the television announcements, radio public service announcements have been developed and distributed to major radio outlets in all the heavily populated areas of the state. Finally, a slide presentation with taped narrative dealing with the division, its institutions, and their needs, was produced.

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Other Activities. The division's executive assistant, who is the principal staff member involved with this component is also engaged in numerous miscellaneous activities to further the public education and information effort. These include the production and distribution of *Horizon*, the division's newsletter; the status report on the division; periodic news releases; a monthly radio program called "Corrections and the Community"; management of a speakers bureau; open houses at most of the institutions; production of a variety of articles and feature stories for various professional publications; a newspaper clipping service; etc.

In general, we can say that the division's activities in the public information and education field have increased substantially as a result of the Community Services Program, that the activities have been of a generally high professional caliber, and that they are a valuable addition to the correctional system.

## CHAPTER 8

### MISSOURI ASSOCIATION FOR EX-OFFENDERS

The Community Services Program has acted as sponsor and catalyst for the organization of a new association of ex-offenders and other people interested in the problems that ex-offenders face upon reentry to society. The organizing and recruitment activities, including the employment of coordinating staff for the association, have been financed by the Community Services Program. During the two-year life of the program the association has been established and incorporated, and will be on its own when the community services grant terminates.

The objective of the Division of Corrections in lending its support to this effort was expressed in the grant application:

To establish and lend initial assistance to a Missouri Ex-Offenders Association. This group would serve as a link between the ex-offender and the Department's Community Service Centers.... The association would encourage the ex-offender who needs supportive services to use the resources of the Community Service Center. In addition, the association would serve as an entity to educate the public to the needs of Corrections and serve as one monitor to assure continuing progress in our correctional system. The association can play a particularly important role.... by presenting a new image of the "ex-con." The association would also play a key role in the recruitment of ex-offenders into the Department.

Of all the projects initiated by the Community Services Program, the Missouri Association for Ex-Offenders is the one that most people would predict would fail. Ordinarily, an association springs up as a grass roots movement when groups of people with common needs, interests, and goals band together to accomplish an

objective that cannot be achieved by individuals. The labor union movement is a good example of a group of people banding together to benefit its membership. Dynamic and charismatic leadership comes from the group. If a president of a corporation with a vested interest in his firm attempted to organize his employees, he would meet instant failure.

It surely is a truism that ex-offenders are a suspicious, pessimistic group. It stretches our credulity to the limit to expect ex-offenders to believe that an agency that played a part in their unjust (in their view) confinement would be altruistic enough to assist them after release.

However, the association has had some success in accomplishing its objectives. It got off to a slow start, but recently has developed form and substance. With the exception of the state coordinator, all employees were ex-offenders. This provided some credibility to the organization, but the fact remains that many inmates and ex-inmates see these employees as "turncoats" -- spies for the administration.

Despite the inherent handicaps mentioned above, the organization is viable and has the potential to become a permanent fixture in the state. To date, the association has incorporated as a not-for-profit organization and has obtained tax-free status from the federal government. The members have drafted and adopted a constitution and by-laws which is a straightforward, simple document that can easily be understood by members. The noble purpose of the organization is exemplified by Article II;

ARTICLE II -- OBJECTIVES

The objectives and purposes of the Missouri Association for Ex-Offenders shall be to improve the welfare of those persons convicted of any criminal act, to promote the improvement of public and private social services, and to promote prevention of poverty and crime in the State of Missouri. Its purposes may be accomplished through education of the community at large, as well as the ex-offender himself; community organization; cooperation with public and private agencies; and social planning.

Western Missouri. The association is divided into regions that correspond with the regions for the community service centers. The Western Missouri Area (Kansas City) is headed by an ex-offender who attended college while a ward of the Division of Corrections. After graduation he was employed by the department as the ex-offender coordinator for the western region. He is an articulate, enthusiastic salesman for the association and has made numerous valuable contacts in the Kansas City area. The Young Lawyers Association of Kansas City has granted the organization \$2,500 to initiate a lawn-care service in the city. Despite a great deal of effort the membership in western Missouri remains relatively low (95).

Other projects planned for the western area are: a half-way house; a tool sponsorship program which would provide interest-free loans to buy essential trade tools; and a weekly group discussion meeting for probationers, parolees, and released inmates.

Central Region. The Catholic Diocese Campaign for Human Development in Jefferson City has provided a \$2,500 grant to establish a lawn-care service in

that area. There is no division staff coordinator in the area but a volunteer from Booneville has been an active member and an enthusiastic recruiter. However, membership in the area is minimal: to date it totals 69.

Southwestern Region. Springfield and vicinity does not have a paid coordinator but the area is fortunate in having an ex-offender who is extremely dedicated and enthusiastic about the potential of the organization. He would like to establish a hydroponic farming enterprise to employ ex-offenders in the area. He is also interested in establishing a half-way house. Despite his recruiting efforts, assisted by community services personnel, membership in that area is disappointingly low with a total of 86.

Eastern Missouri. The St. Louis area has had the services of two paid employees to push the organization in the east. Again, the organization has received a grant for a lawn-care service from the Diocese of the Catholic Church in St. Louis, Campaign for Human Development. Several other revenue-producing activities that would furnish employment to ex's were considered but shelved at least temporarily as being too ambitious for the infant association.

Membership drives in eastern Missouri have netted few tangible results. Since St. Louis is the largest city in Missouri with a high commitment rate to the Division of Corrections, one would expect that the most members would come from that area. The present membership is 120, which is slightly more than the membership in any other area, but is still low for the efforts expended.

Southeastern Area. Most of the potential clients are scattered over a large geographical area. There is little motivation for the ex-offenders in that area to become members and little activity is expected. Cape Girardeau had a total of three members. At the state meeting of ex-offenders in June 1976, the southeastern area was combined with the eastern area in St. Louis.

### DISCUSSION

NCCD personnel were impressed by the enthusiasm of both paid employees and volunteers. The progress, considering the problems encountered, have exceeded expectations. To say the least, the experiment to have a corrections department sponsor an ex-offenders association has achieved some limited success. Whether the association has enough strength to survive without the financial support of the division is debatable. We applaud the motivations behind this effort and hope the organization will grow and prosper.

## CHAPTER 9

### INDUSTRIAL ADVISORY BOARD

Statutory authority for the creation of an Industrial Advisory Board to advise the Division of Corrections on the conduct of its correctional industries program has existed since before the initiation of the Community Services Program, but the board had never been created in fact and had never functioned. In 1973 the National Advisory Commission on Criminal Justice Standards and Goals set certain goals and priorities for the conduct of prison industries as follows:

#### *STANDARD 11.10*

#### *PRISON LABOR AND INDUSTRIES*

Each correctional agency and each institution operating industrial and labor programs should take steps immediately to reorganize their programs to support the reintegrative purpose of correctional institutions.

1. Prison industries should be diversified and job specifications defined to fit work assignments to offenders' needs as determined by release planning.
2. All work should form part of a designed training program with provisions for:
  - a. Involving the offender in the decision concerning his assignment.
  - b. Giving him the opportunity to achieve on a productive job to further his confidence in his ability to work.
  - c. Assisting him to learn and develop his skills in a number of job areas.
  - d. Instilling good working habits by providing incentives.
3. Joint bodies consisting of institution management, inmates, labor organizations, and industry should be responsible for planning and implementing a work program useful to the offender, efficient and closely related to skills in demand outside the prison.
4. Training modules integrated into a total training plan for individual offenders should be provided, such plans must

be periodically monitored and flexible enough to provide for modification in line with individuals' needs.

5. Where job training needs cannot be met within the institution, placement in private industry on work-furlough programs should be implemented consistent with security needs.
6. Inmates should be compensated for all work performed that is of economic benefit to the correctional authority or another public or private entity. As a long-range objective to be implemented by 1978, such compensation should be at rates representing the prevailing wage for work of the same type in the vicinity of the correctional facility. \*

Meeting such standards and goals was one impetus for organizing and supporting the work of an Industrial Advisory Board through the Community Services Program, and the grant application listed as an objective:

To establish and support the work of an Industrial Advisory Board. Statutory authority for such a board exists, consisting of three representatives from industry, and three from organized labor with the Director of Prison Industries as chairman.

After study of the minutes of the Industrial Advisory Board over a period of 15 months, NCCD staff have concluded that a serious flaw exists in the legislation creating the board. We refer to the composition of the board that designates that the director of prison industries will be the chairman. It is a contradiction in terms to have an advisory board chairman designated as the person responsible for the operation. He is in a position to dictate the topics discussed and may ignore suggestions that are contrary to his beliefs. He has a vested interest in the operation and is obligated to defend practices in the past that might be challenged from a management or labor viewpoint. Since his knowledge

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\* National Advisory Commission on Criminal Justice Standards and Goals, *Corrections* (Washington: Government Printing Office, 1973), p. 387.

of the corrections bureaucracy and state government operations exceeds that of the other board members, his opinion is accepted without question. We emphasize that this is not a criticism of the chairman; it is a criticism of the legislation and its concept. We firmly believe that, although the head of prison industries should be on the committee as a resource person and advisor, he should not be chairman or even a voting member of the committee.

A committee member made a suggestion in writing in February which was drafted to prevent the waste of time noticeable in prior meetings. In the course of his recommendation he mentioned that: "We currently spend too much time on general talk which does not result in any concrete action." That sentence describes our observations. Some of the best brainpower in the state has been wasted on aimless discussions about trivialities.

On April 13, 1976, the operating procedure suggested by the board member was adopted as follows:

1. All discussion should be within the context of a motion to take a specific course of action (advise this, recommend that, support something, etc.)
2. Our advice to the Division should always be in written form. The staff should be available to put routine matters in such written form for the Board.
3. The Board should expect a written response to its advice within a reasonable time which should be stated.
4. Staff action plans affecting industry should be submitted to the Board for review and comment on a timely basis. Similarly the Board should be aware of the time restraints under which the Division of Corrections operates.
5. Items for discussion should be placed on the agenda as far in advance as possible with facts and evidence submitted to the Board for advance review.

6. If one week prior to a scheduled Board meeting, no agenda items have been submitted, the Chairman should cancel the meeting and inform the members. There should be no meetings for the sake of meeting. The Chairman should provide the members with a self-addressed post card whereby the members can indicate whether or not they will attend the Board meeting. If, by three days in advance of the Board meeting, the Chairman is advised that a quorum will not be present, he should advise all Board members and cancel the meeting. In addition, Board members who have indicated that they will attend and later discover that they cannot, should inform the Chairman of their impending absence.

At that meeting the board members also agreed to a procedure concerning the adoption of an agenda at each meeting. The following form for the agenda was agreed upon:

1. Call to Order
2. Roll Call
3. Adoption of the minutes of the last meeting
4. Adoption of the agenda for the current meeting
5. Items to be acted on
6. General discussion

The adoption of the procedural changes outlined above was a step in the right direction; however, subsequent minutes do not reflect the expected changes in board meetings.

As an illustration, the subject of inmate compensation for injuries suffered in industrial accidents was first discussed in September 1975. To date the issue has never been resolved, and even though it has been listed on the agenda innumerable times in the past year it is seldom discussed. The agenda for the October 1975 meeting as adopted had "Workmen's Compensation for Inmates" listed as the third item. The minutes reflect that a memorandum from Mr. James C. Martin on the subject was distributed. There is no recording in the minutes regarding discussion or disposition.

At the June 1976 meeting of the board the agenda as adopted listed "Recommendations on Inmate Accident Procedures" as the fourth item. Again the minutes reflect no discussion or disposition. The adopted agenda of the July 1, 1976 meeting shows "Recommendations on Inmate Accident Procedures" listed second. Once more the minutes reflect no discussion or disposition; however, at the July 27, 1976 meeting the subject was dropped from the agenda. What happened? Will the compensation for industrial accident topic be listed for September or some future date?

Four mandates were listed in the grant application for the Industrial Advisory Board. How much progress has the board made in accomplishing those mandates?

- (a) To review the relevance of all industrial/vocational training in the institutions of the Department with a view toward recommending changes.

As could be expected the board spent a considerable amount of time becoming oriented to the correctional setting and in learning what correctional industries in Missouri produce, pricing procedures, costs, inmate pay, sales of products, etc. Subcommittees have been studying selected industries with a view to recommending changes when indicated.

This mandate has absorbed a great deal of the board's time and efforts. The recommendations for improving and expanding the printing operation, the furniture factory, and the metal plant were practical and timely. The suggestion for rotation of inmates for training purposes was an excellent idea and should be implemented.

We do take exception to the plan to upgrade the license plate operation with the expenditure of a large sum of money to purchase machinery. First and foremost,

the manufacture of license plates involves few skills that can be utilized in society. Second, the operation employs few inmates. Third, the shortage of materials (metals) with a subsequent rise in cost combined with the need to conserve energy has forced a number of states to adopt a five year licensing plan. Annual plate issuance is a wasteful procedure that should be discouraged. Funds needed to update the license factory could be utilized by prison industries to establish some new industry which has more potential for inmate training and profit to the state.

- (b) To review the productivity and efficiency of industrial operations with a view toward recommending changes.

Many discussions have taken place concerning the efficiency of operations. Business members have been frustrated by their inability to determine profit and loss in various industries. Missouri correctional industries, like most state and correctional industries, do not utilize cost-accounting methods. Board members have discussed introducing modern accounting methods, a computerized inventory system, upgrading machinery and techniques for making products, and initiating new industries with more potential for training. At this time, it does not appear that any real progress has been made in any of these areas.

- (c) Immediately to summon a committee of inmates regularly to advise the board on (a) and (b) above.

At the request of the director of the community services program, three board members suggested the means whereby inmate participation with the Industrial Advisory Board could be initiated. In a memorandum, dated November 6, 1975, the director of community services then suggested the following:

- a. An inmate advisory committee will be set up at the Missouri State Penitentiary and the Missouri Training Center for Men.
- b. Institutional personnel will select a list of inmate workers from each of their prison industry operations. The Industrial Advisory Board will then select one inmate from each industry after having interviewed all the inmates nominated by institutional personnel.
- c. The inmate committees at each institution will meet with the full board or various members of the board whenever the board feels it to be necessary. Such meetings will be held at the institution; transporting inmates out of the institution to board meetings will not be permitted.
- d. As prison industry operations are added at other institutions of the Division, similar inmate advisory committees at these institutions will be set up.

At the February 10, 1976, meeting the topic was addressed as follows and so recorded in the minutes for that date:

#### Inmate Participation

John Dahm wrote a grant on participation of inmates with the Industrial Advisory Board. The grant made it appear that the inmates would be advising the board and we received quite a lot of comments on this. The Board can interview any inmate it wants to about his reactions to proposals the Board puts forth. Obviously, inmates cannot be members of the Board without changing the Missouri Statutes.

California has an Advisory Board like Missouri. Inmate participation there comes mainly from a suggestion box. Some of the board members thought it would be a good idea to have a suggestion box for the inmates and give rewards for good suggestions. The Board would get a lot more input from everyone and there would be no need to bring inmates to board meetings. The suggestion box method could also conceivably save money because the inmates might be more aware of waste in the shops and of ways to combat it. It was suggested that Jim Strong formulate a plan for the suggestion box method including recommendations for rewards and screening of the suggestions so that the Board would only see the suggestions with merit. The Board could consider his proposal at the next meeting.

The statement "Obviously, inmates cannot be members of the Board without changing the Missouri Statutes." was in our opinion, to use the modern vernacular "a cop out." Neither the grant request nor the community services director had even hinted that inmates would be members of the Board. We suggest that a committee of inmates be appointed immediately to comply with the mandates of the grant.

- (d) To examine the feasibility of having one or more of the prison industries operated for a "for profit" corporation much like any other business.

This subject has been discussed, but it does not appear that any real effort has been made to explore the possibilities of getting corporate support for such a venture.

It appears that an opportunity passed by to make a real effort to implement mandate (d). During the June meeting a proposal for a new industry, (state paper recycling) was suggested. The sales manager for Shade Information Systems gave a talk on the success of his company in paper recycling efforts in other states. Part of his pitch was a guarantee to pay \$50 a ton for waste bond paper regardless of price. It would seem that a company that could make that type of guarantee would be willing to finance and work out a procedure for using inmate labor for the collection, sorting, and transporting of waste paper from the state official buildings to a Division of Corrections facility. Did anyone discuss this prospect with the Shade Information Systems representative?

Some progress has been made on two of the mandates. The other two have hardly been considered. It obviously requires time for outsiders to gain insight into

the difficulties of operating an industrial complex in a penal setting. The Industrial Advisory Board is made up of a competent interested group who should have provided valuable assistance in reshaping Missouri correctional industries into a modern operation which could provide training for those incarcerated, and could help defray the cost of corrections to the taxpayers. In essence, NCCD does not believe that the Industrial Advisory Board has lived up to its potential.

RECOMMENDATION:

*NCCD recommends that the statute creating the Industrial Advisory Board be amended by the legislature to relieve the director of Missouri Prison Industries from his position as chairman of the Industrial Advisory Board. Until that happens, we do not believe that any innovative ideas will be generated by the board.*

## CHAPTER 10

### CITIZENS ADVISORY COMMITTEE

#### 1975 REVIEW

The grant application for the Community Services Program adopted as an objective the establishment of a Citizens Review Committee which: "would review major problems of the inmate population and make recommendations for solutions to the Director of Corrections. ...[This] citizen group, through [its] activities and reports, should increase the public's awareness and understanding of Corrections and how it affects the public."

Although the objective statement mentioned conformance to Corrections Standard 2.14, which concerns the implementation of grievance procedures in correctional agencies, the mission of the Citizens Review Committee is somewhat broader, in that it is concerned not only with individual grievances but also with the broader issues surrounding the Division of Corrections. Nine members from different parts of the state were appointed to the committee by the director, and the first meeting was held January 15, 1975.

Standard 2.14 encompasses, according to its commentary, use of an ombudsman, an independent grievance commission, or an internal review or inspection office. The independent grievance commission was the type selected in Missouri. The grievance committee is made up of three subcommittees of the Citizens Review Committee, and appointments to a grievance subcommittee are made by the chairman of the whole committee.

At the organizational meeting in January 1975, the director of the division distributed a list of suggested duties and responsibilities of the Citizens Review Committee. The list is quite broad and could easily be interpreted to encompass the whole spectrum of corrections:

SUGGESTIONS FOR THE DUTIES AND RESPONSIBILITIES  
OF THE CITIZENS REVIEW COMMITTEE

1. To provide members, on a rotating basis, for a three member panel to consider inmate grievances which are not resolved by either the director of Program Services or the director of Support Services. Recommendations will be made by the committee to the director of Corrections for resolving the grievance. See also policy and procedure bulletin #55.
2. To review and investigate other major problems of the inmate population which are not resolved at the institutional level and make recommendations for solutions to the director of Corrections.
3. To advise the director regarding the public image of the Division of Corrections and suggest ways of improving it.
4. To assist the director of Corrections in solving major problems facing the Division. For example, institutional overcrowding and the need for additional program services.
5. To periodically participate in the Divisional planning processes with the Executive Planning Group. Emphasis will be placed on the reviewing action plans aimed at accomplishing major objectives of the Division.
6. To assist the Division in other ways as it pursues continuing objective #3. "That the public is aware of, understands and supports the role of Corrections."
7. To reflect the views and attitudes of the public regarding Corrections.

There is no indication that the broad objectives in the above circular were ever formally adopted by the committee; however, the committee soon after the initial meeting began to branch out and study all aspects of the institution's operations and programs with the objective of making recommendations to the division for possible improvements.

The wide range of activities by the committee could have been anticipated, since the number of grievances reaching the committee was minimal, and all those appointed had a concern and desire to improve the correctional system in Missouri.

Areas explored by the committee were:

1. Health
2. Facilities
3. Recreation
4. Personal Problems
5. Social Relations - Inmates
6. Social Relations - Corrections Officers
7. Rehabilitation - Education and Vocational
8. Religion
9. Future Plans
10. Ideal Situations at the Institutions

In addition the committee has expressed concern about Affirmative Action and the limited number of blacks and women on the personnel roster of the division. They have also investigated charges of brutality to inmates by staff on at least two occasions.

In making a preliminary survey NCCD personnel attended the September 1975 meeting of the Citizens Review Committee. Although three members were absent, the interest, dedication, and dignified approach to correctional problems were impressive. That

this committee has the potential for creating public interest in corrections and sponsoring improvements is apparent.

By telephone, the committee members were asked eight questions and responded as follows:

*Do you think the Citizens Review Committee is accomplishing the goals for which it was established? (Question # 1)*

Yes	Partially	No
4	2	2

A great deal of discussion followed the definitive answers. It is clear that no clear-cut goals have been established, or at least in the minds of committee members the goals are fuzzy and ill-defined.

*In your opinion what could the Division of Corrections do to make the committee work more effective? (Question # 2)*

Nothing	Exert Stronger Leadership	Show more confidence in Citizens Review Committee
5	1	2

Again there was no unanimity of opinion. The majority praised the division for giving total access to the institutions and to residents.

*Do you think the division would be more conscientious and just if the committee reviewed each grievance that was filed -- not only the ones that are sent to the committee for recommendations? (Question # 3)*

Yes	No
5	3

The majority felt that they could gain insight into problems at the various institutions by reviewing every grievance, but most felt that it would be logistically impossible.

*In your opinion what is the most useful function that the committee performs? (Question # 4)*

1. Having a group of citizens work for improvements that have no vested interest in the present operation of the division. (5 responses)
2. Encourage personnel to improve their attitude from punitive to rehabilitative. (1 response)
3. Improves morale of inmate population. (1 response)
4. Makes the public aware of the overcrowded conditions in institutions. (1 response)

*Has any progress been made by the committee in improving the public image of corrections in Missouri? (Question # 5)*

Yes	No
6	2

The majority felt that the committee has some impact, but that so far public awareness and interest in corrections was minimal.

*Would a paid employee for the committee be useful in keeping the committee informed and in providing a clear channel of communication open between the committee and the division? (Question # 6)*

Yes	No
6	2

(a) *If so, which would be the most important qualifications: correctional experience, academic achievement, or both?*

Correctional experience	Academic Achievement	Both
0	0	6

(b) *Would a secretary for the committee executive be necessary?*

Yes	No	Combination of a & b
5	0	1

The majority felt some frustration in being unable to keep up with events and procedural changes even though they received copies of new procedures, policy statements, and unusual incidents that occurred in the various institutions.

*Do you think that when a grievance is filed that any punishment assessed should be suspended until the grievance procedure is completed? (Question # 7)*

Yes	No	Except for serious violations
2	2	4

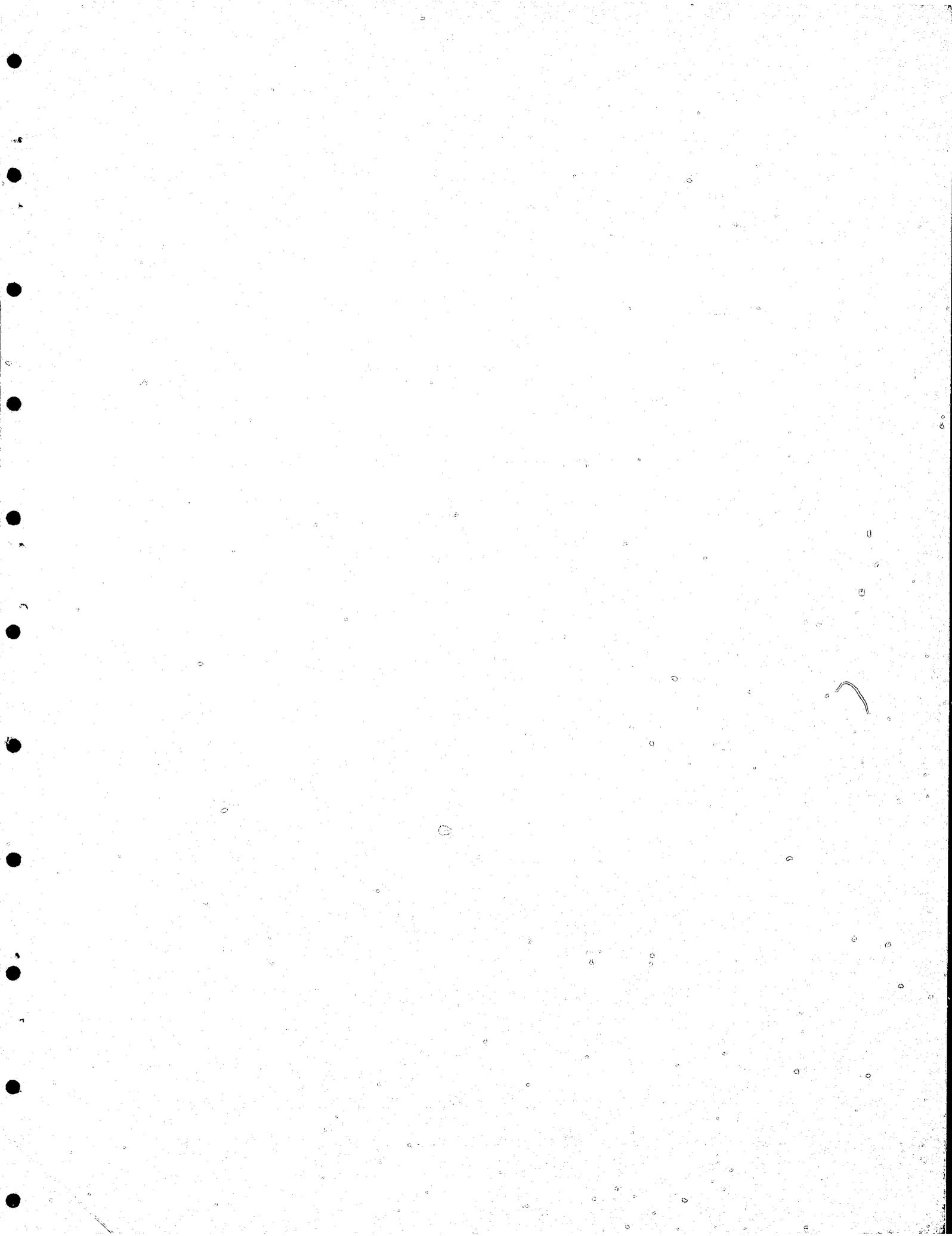
*Composition of committee? Should it differ from the present committee? (Question # 8)*

The majority felt that those on the present committee represented a good cross section of various disciplines. One thought the addition of a psychiatrist would be helpful. Another thought that a medical doctor should be appointed. Several expressed the opinion that an attorney was essential.

(The number interviewed was eight. The attorney member was not available by telephone.)

One hundred and fifty-eight inmates were interviewed and asked the question, "What do you know about the Missouri Division of Corrections grievance procedure?"

The chart on the next page shows the numbers and percentages of inmates from the various institutions interviewed and responses by category.



10.07

	N=	Don't Know		Know But Not Interested		Heard About It But Don't Understand It		Knows and Thinks It Is A Good Idea		Knows But Feels It Doesn't Do Any Good		Know and Have Filed An Appeal	
MSP	51	12	24%	14	27%	2	4%	3	6%	14	27%	6	12%
MTCM	36	7	19.5%	13	36%	0		7	19.5%	8	22%	1	3%
MIR	17	11	65%	6	35%	0		0		0		0	
FHC	15	6	40%	6	40%	0		3	20%	0		0	
CF	14	5	36%	6	43%	0		0		3	21%	0	
RF	13	4	31%	6	46%	1	8%	0		0		2	15%
SCCW	12	9	75%	1	8.33%	0		0		1	8.33%	1	8.33%
TOTALS	158	54	34%	52	33%	3	2%	13	8%	27	17%	10	6%

A surprising number of inmates (34 percent) had never heard of the procedure. Almost the same percentage (33 percent) knew about it but were not interested. Many of the disinterested were expecting to make parole and didn't intend to do anything that would upset institutional officials. Of those replying that they had no interest in any appeal process, a follow-up question was asked if they thought filing a grievance would lessen their chances of making parole. All felt that filing a grievance would be a sure way to get a parole denial. In summary a total of 50 percent of those interviewed believe that filing a grievance would result in some type of retaliation by institutional officials (combined totals of "knows but not interested" and "knows but feels it doesn't do any good"). Distrust of institutional personnel by the inmate population can be anticipated, but the success of an appeal procedure can be measured to some degree by the level of confidence expressed by those most affected. In addition to the mistrust, most of those interviewed stated that the appeal process was too complex and took too long.

## 1976 REVIEW

Although NCCD made no issue about the lack of direction and seemingly aimless purpose of the Citizens Review Committee in the preliminary report, we were disappointed to find that the lofty goals envisioned by the grant application had been virtually ignored. Some vocal committee members felt that the committee should function as inmate advocates and that institution conditions could quickly be improved by publicly criticizing the corrections administration. The hostility between some members and the division's administration was well known.

Both the committee and the division administration were aware of the slightly veiled hostility that existed. Both were also aware that unless the antagonism ceased, activities of the committee would be counterproductive. A joint meeting was held in December 1975 which resulted in some important improvements in the attitude of committee members and in the acceptance of outsiders by the division.

"A rose by any other name would smell as sweet" is a hackneyed quotation that often proves wrong. To a person totally ignorant of flowers a rose could be called a cactus and it would change nothing, but mention a rose to a floriculturist and it means specifically a member of the genus *Rosa* with easily recognized characteristics. So it is with "review" versus "advise." To most people a committee whose function is to review means that the committee will reexamine a decision made and either endorse the action or reverse the action with a critical evaluation of the original decision. The decision to change the name of the committee from the Citizens Review Committee to the Citizens Advisory Committee appears to have had an immediate impact.

We do not mean to imply that the mere changing of the committee's name resulted in a reversal in the member's conception of their role. But it did help, and serves as a constant reminder that the committee's function is an advisory one. The issuance of Division of Corrections Policy Bulletin # 78 on January 9, 1976, had the greatest impact. It was drafted after the December meeting and received input from both committee members and division personnel. It clearly outlines the policy of the division and specifically details the duties and responsibilities of the committee. Paragraph 1, Policy is a concise statement that merits emphasis:

1. POLICY It is the policy of the Missouri Division of Corrections to solicit input from the community in the form of a Citizens Advisory Committee. This committee shall be composed of citizens from various sectors of the state, including but not limited to the education, business, and religious disciplines. Therefore, in accordance with this policy, the group shall be composed of nine citizens of Missouri appointed by the director of the Division of Corrections. A major purpose of the committee is to assist the division in accomplishing the objective that the public is made aware, understands, and supports the role of Corrections by reflecting the views and the attitudes of the public in this respect. At all times this committee shall work with and through the division.

Once the committee's role was clearly delineated, the air gradually cleared and the suspicions and hostility diminished. Both committee members and division personnel now have a feeling of mutual respect and trust.

In NCCD's preliminary report a strong recommendation was made to employ a staff member for the committee. Plans were made to apply for a grant for funding the position. The division cooperated and helped in preparing the grant application. The committee voluntarily withdrew the request since money allocated for the

division from LEAA funds would be diverted from other projects. In view of the amiable relations now existing between the division and the committee, we withdraw our recommendation. The flow of information available for the committee perusal is now unlimited. We feel that the decision to postpone employment of a staff member at this time is appropriate.

We had also suggested that the committee solicit inmate opinion on the grievance procedure with the purpose of making recommendations for improvements in procedure. Since that time the division has renewed efforts to insure that Division Bulletin # 55 is strictly followed in all institutions. We have reviewed the bulletin again and find that it meets and to some degree exceeds the procedure utilized by the federal government and some of the larger state correctional systems. It is regrettable that the level of inmate confidence in the system is so low, it is hoped that time will increase the credibility of the grievance procedure.



**END**