

**A Strategic Plan to Reduce Crime
Through a Public-Private Partnership
to Build Prison Chapels**

Chapel of Hope Ministries, Inc.

October 2, 2000

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EXECUTIVE SUMMARY

Introduction

Appreciation for the powerful and unique impact that faith-based programming has on prisoners is growing. The State of Texas leads the United States in the innovative use of faith-based programming for prison inmates as demonstrated in The InnerChange Freedom Initiative™ (IFI) program at the Carol S. Vance unit.

Unfortunately, inadequate chapel space severely limits the participation of prisoners in faith-based programming in five out of six prison units in Texas. The few prison units with adequate chapel space enjoy a high level of participation by both prisoners and volunteers in faith-based programs. Chapels and the resulting faith-based programming they make possible are powerful, cost-effective tools for transforming the lives of prisoners and reducing recidivism.

Texas can help maintain its leadership in faith-based programming by joining with Chapel of Hope Ministries, Inc. and the private sector in funding a chapel building program. Savings of taxpayer dollars and increased public safety through decreased recidivism will reward the State's investment.

Current Situation

Arrests, convictions, prison terms, and recidivism have resulted in a growing prison population. Even after building and contracting for additional space, Texas prisons operate at 97% or higher capacity. Although recidivism has decreased in recent years, added reductions in recidivism could be achieved through expanded faith-based programming made possible by adequate chapels.

Every former inmate that returns to prison costs the State over \$48,000 in incarceration costs during an average 3.4-year prison term. Any reduction in recidivism saves taxpayer dollars, increases public safety, and relieves pressure on the growing prison population.

Proposed Solution

We propose that the State of Texas invests \$2,475,000 in the 2002-2003 biennium to build chapels at six prison units.

- The \$2,475,000 investment funds 75% of the total construction costs of \$3,300,000. The remaining 25% or \$825,000 is to be funded by the private sector.

Benefits of the Solution

The taxpayers and citizens of Texas would reap many benefits from a chapel building program:

- The chapels are cost-effective and will pay for themselves in savings from reduced recidivism by the fourth year of operations.¹ Assuming a modest 4-percentage point reduction in recidivism and a ten-year period, the six chapels will avoid over \$11.5 million in incarceration expenses for a net savings of nearly \$5.7 million (after the State's construction costs and annual expenses). Assuming a 7-percentage point reduction in recidivism, the

¹ Using a conservative four-percentage point reduction in recidivism the chapels reduce future incarceration costs enough to pay for the construction of the chapels *including their annual expenses* after just over 3 years of operations. Every year thereafter, the future savings from reduced recidivism exceed annual operating expenses and generate taxpayer savings.

chapels will avoid over \$20 million in incarceration expenses for a net savings of over \$14 million.

- Decades of faith-based programming will take place in Chapels for which the State paid only 75% of their construction cost.
- Public safety is increased due to fewer crimes being committed by released prisoners.
- Additional taxpayer savings are realized as reduced crime reduces the demands on Police, Courts, Social Services, as well as Prisons.
- Less crime means less financial and emotional expenses to crime victims and the general public.
- More former inmates become contributing citizens.

CURRENT SITUATION

Introduction

The following pages give a snapshot of the current situation under the following headings:

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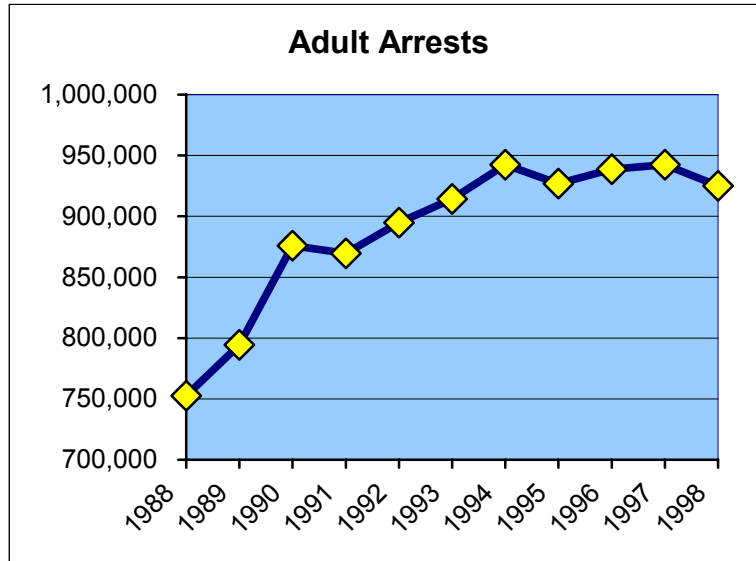
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Adult Arrests Continue to Exceed 900,000 Annually

The rate of adult arrests per 1,000 in adult population has shown improvement as the State’s population has continued to increase. The total number of adult arrests, however, remains well over 900,000 annually.



Year	Adult Population ²	Adult Arrests ³	Arrest Rate per 1,000 Adults	Increase/Decrease in Rate Over Prior Year
1988	12,097,308	752,698	62.2	
1989	12,266,455	794,312	64.8	4.1%
1990	11,673,320	875,805	75.0	15.9%
1991	11,887,584	869,512	73.1	-2.5%
1992	12,109,750	894,742	73.9	1.0%
1993	12,331,168	914,405	74.2	0.4%
1994	12,556,643	942,481	75.1	1.2%
1995	12,786,756	926,791	72.5	-3.4%
1996	13,021,957	938,758	72.1	-0.5%
1997	13,279,764	942,535	71.0	-1.5%
1998	13,553,728	925,189	68.3	-3.8%

² Source: Population data—Texas State Data Center (TSDC), Texas A&M University, 1998 update.

³ Source: Arrest data—Texas Department of Public Safety, Uniform Crime Reports. Arrest numbers are for adults, defined in Texas as persons age 17 and older.

Inner Cities and Metropolitan Areas Account for the Majority of the Inmate Population

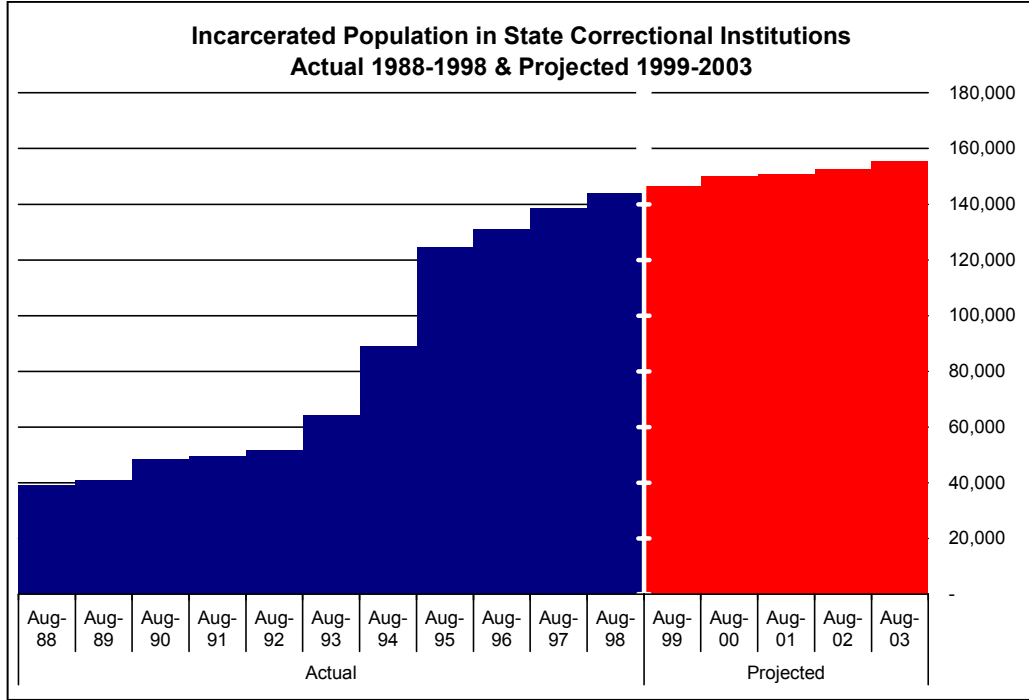
Although a majority of inmates were convicted in one of the 29 counties listed in the table below, just over one in three of inmates were convicted in the remaining counties. The inmate population is a statewide problem.

County of Conviction⁴		
County	On-Hand 8/31/99	% Of Total
Bastrop	178	0.1%
Bexar	8,450	6.3%
Brazoria	987	0.7%
Caldwell	230	0.2%
Chambers	276	0.2%
Collin	1,117	0.8%
Comal	189	0.1%
Dallas	21,323	15.9%
Denton	1,448	1.1%
Ellis	507	0.4%
Fort Bend	717	0.5%
Galveston	1,645	1.2%
Guadalupe	445	0.3%
Harris	30,247	22.6%
Hays	350	0.3%
Henderson	282	0.2%
Hood	215	0.2%
Hunt	355	0.3%
Johnson	503	0.4%
Kaufman	281	0.2%
Liberty	518	0.4%
Montgomery	1,111	0.8%
Parker	327	0.2%
Rockwall	221	0.2%
Tarrant	10,390	7.7%
Travis	3,986	3.0%
Waller	175	0.1%
Williamson	1,109	0.8%
Wilson	97	0.1%
Total 29 Counties	87,679	65.4%
All Other Counties	46,429	34.6%
Total	134,108	100.0%

⁴ Texas Department of Criminal Justice, "1999 Table 4. County of Conviction," *1999 Fiscal Year Report (draft)*, August 31, 1999.

Prison Populations Have Increased and Are Expected to Stay High

The state’s total TDCJ incarcerated population is over 145,000 and expected to exceed 155,000 by August of 2003. Operational capacity is expected to remain at 97.5% of total capacity which leaves the State very little flexibility to absorb any sudden increase in inmate population that might happen.



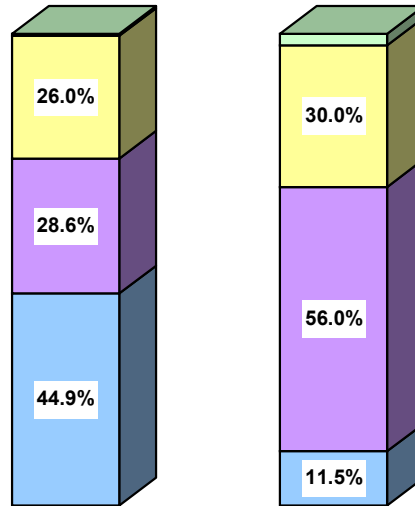
		INCARCERATED POPULATION		CAPACITY	
		Total TDCJ	Total TDCJ	%	
Actual⁵	Aug-88	38,952	41,497	93.9%	
	Aug-89	40,918	43,390	94.3%	
	Aug-90	48,320	51,249	94.3%	
	Aug-91	49,608	52,261	94.9%	
	Aug-92	51,592	54,351	94.9%	
	Aug-93	64,313	65,200	98.6%	
	Aug-94	88,954	93,832	94.8%	
	Aug-95	124,633	131,194	95.0%	
	Aug-96	130,904	134,836	97.1%	
	Aug-97	138,641	142,356	97.4%	
Projected⁶	Aug-98	143,803	147,171	97.7%	
	Aug-99	146,496	150,252	97.5%	
	Aug-00	150,114	153,963	97.5%	
	Aug-01	150,735	154,600	97.5%	
	Aug-02	152,615	156,621	97.4%	
	Aug-03	155,303	159,326	97.5%	

⁵ Source: Texas Department of Criminal Justice - August 31 Daily Maximum Inmate Population Reports for Fiscal Years, 1988-1998.

⁶ Source: Criminal Justice Policy Council, "Scenario 2: 42% DMS Rate, 18% Parole Rate and 38 Days Maximum in County Jail," *Review of Trends and Potential assumptions for Policy Scenarios to Project the Adult Correctional Population*, June, 1999, Final Version.

Minority Prison Populations⁷

**Racial Distribution
Prison Population Compared to
General State Population**



	On-Hand Offenders	State Population
Other	0.4%	2.5%
Hispanic	26.0%	30.0%
White	28.6%	56.0%
African-American	44.9%	11.5%

Although the non-white, minority population in Texas represents less than half the general population, the prison population is over 70% non-white minorities. The African-American population is less than 12% of the general population, but represent nearly 45% of the incarcerated population.

In June 1994, Dr. Tony Fabelo, Executive Director of the Criminal Justice Policy Council, said, “By 2000, if present trends continue, 1 of 9 African-American males will be incarcerated in Texas.”⁸ Unfortunately his prediction is close to becoming a reality.

Reductions in recidivism from increased faith based programming are expected to benefit all participants independent of race. There are, however, studies by Byron Johnson, Ph.D. of Vanderbilt University that demonstrate that religious activity among urban blacks is inversely related to delinquency and crime.⁹ It is reasonable to assume that increasing faith-based programs in prisons will have a positive impact on reducing recidivism.

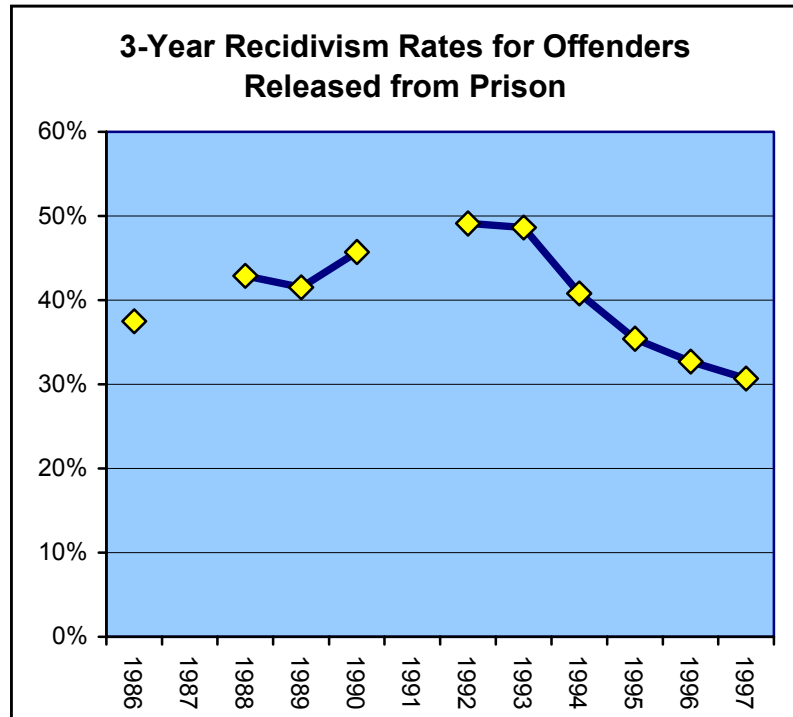
⁷ Source for On-Hand Offenders data is from Texas Department of Criminal Justice, “1998 Fiscal Year Statistical Report”, p. 18. On-Hand Offenders include those housed in TDCJ-ID Prisons, Private Prisons, Pre-Parole Facilities, and Transfer Facilities. State Population data is from A&M Census.

⁸ “Testing the Case for More Incarceration in Texas: What to Expect by 2004?” *Bulletin from the Executive Director*, Criminal Justice Policy Council (June 1994, Number 9), p. 4.

⁹ See Byron Johnson, Ph.D. Vanderbilt University, David B. Larson, M.D., M.S.P.H., Duke University, Spencer D. Li, Ph.D., University of Maryland, and Sung Joon Jang, Ph.D., Ohio State University, “Escaping from the Crime of Inner-Cities: Churchgoing Among At-Risk Youth,” Byron Johnson, et. al., “The ‘Invisible Institution’ and Urban Delinquency: The African American Church as an Agency of Local Social Control,” and Byron Johnson, et. al., “A Systematic Review of the Religiosity and Delinquency Literature.”

Recidivism Remains High

Recidivism Rates ¹⁰ (Percent Incarcerated 3 Years after Release)	
Year of Release	3-Year Rate
1986	37.5%
1988	42.9%
1989	41.5%
1990	45.7%
1992	49.1%
1993	48.6%
1994	40.8%
1995	35.4
1996	32.7
1997	30.7



The three-year recidivism rate has shown improvement in recent years, but still remains high. The recent decrease may be due to factors that include that a higher proportion of released inmates:

- Are 35 years or older.
- Served longer prison terms and had the opportunity to increase their educational achievement while in prison.
- Served sentences for less serious offences.¹¹

Also in recent years more parole violators have gone to intermediate sanction facilities rather than been reincarcerated in prisons.

High recidivism rates continue to be expensive for the State of Texas in terms of both public safety and finances. Higher recidivism places financial demands on the complete criminal justice system for:

- Police,
- Courts,
- Criminal Supervision,
- Social Services, and
- Prison.

¹⁰ Source: Tony Fabelo, Ph.D., Texas Criminal Justice Policy Council, "Update in Statewide Recidivism Rates of Offenders Released from Texas Prisons," www.cjpc.state.tx.us (September, 2000), p. 2.

¹¹ Source: Tony Fabelo, Ph.D., Texas Criminal Justice Policy Council, "Note from the Director," "Prison Rehabilitation Programs and Recidivism: The Facts, The Policy, and the Next Step," Presentation to Sunset Commission (July 1, 1998).

Of course there are additional monetary and emotional expenses to the victims of crime and the general public for:

- Damaged or lost physical property,
- Personal injury and/or emotional trauma,
- Lost time from work,
- Disruption to families,
- Diminished sense of security, and
- Deteriorating neighborhoods.

Programming Space For Faith-Based Volunteers Is Inadequate

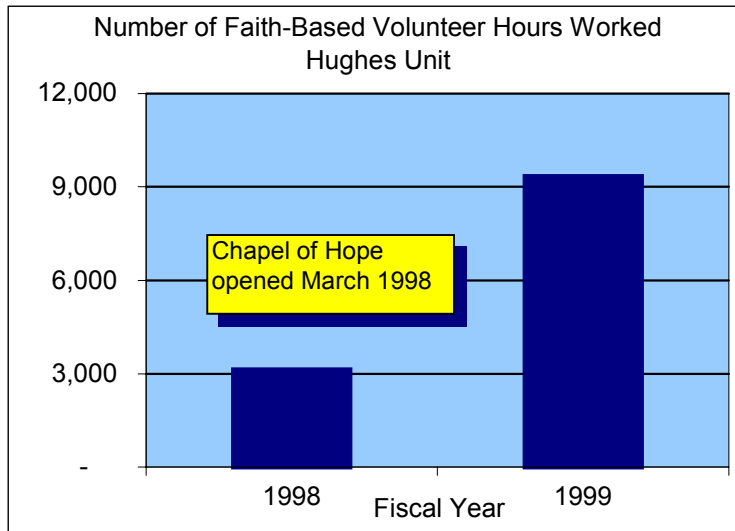
According to a TDCJ survey in January 2000, only 18 prisons of the 107 prisons in Texas have reasonably adequate chapel space. Of those 18 chapels, 5 have been built through public-private partnerships in the last 4 years. Each month over 6,000 volunteers are in TDCJ units. According to estimates by the Chaplaincy Department, the number of volunteers would increase significantly if sufficient chapel space existed.

Faith-Based Volunteerism Increases When Space is Available¹².

Adequate chapel space at a prison unit has a dramatic impact on the amount of faith-based programming that can take place. The Chapel of Hope at the Hughes Unit was completed in fiscal year 1998. By the end of fiscal year 1999, the number of approved faith-based volunteers increased 142% (from 495 in fiscal year 1998 to 1,198 in fiscal year 1999).

In fiscal year 1999, the programming value of the 9,334 hours worked by faith-based volunteers at the Hughes Unit exceeded \$133,000 for an increase of 198% over fiscal year 1998.

The increase in faith-based volunteer hours worked at the Hughes Unit is even more remarkable when compared to the 27% decrease in faith-based volunteer hours worked for all prison units during the same period. Clearly having adequate chapel space, such as the Chapel of Hope at the Hughes Unit, makes a profound difference in the amount of faith-based programming that can take place at a Unit.



Increasing the number of adequate chapels in prisons would benefit Texas by allowing more volunteer involvement and the corresponding increase in the value of the contributed services.

Faith-Based Volunteers	Hughes Unit			All Units		
	1998	1999	% Change	1998	1999	% Change
Number of Approved Volunteers (inactive volunteers purged from files in fiscal year 1999)	495	1,198	142%	15,804	15,373	-3%
Number of Volunteer Visits	838	1,240	48%	97,206	123,209	27%
Number of Volunteer Hours Worked	3,128	9,334	198%	637,191	463,860	-27%
Hourly Cost Benefit ¹³	\$14.30	\$14.30		\$14.30	\$14.30	
Value of Contributed Time	\$44,730	\$133,476	198%	\$9,111,831	\$6,633,198	-27%

Increased chapel space reaps a double benefit.

1. Space is made available to expand faith-based programming, and
2. Educational space currently used for chapel and faith-based programming is freed up for the expansion of other rehabilitation programs.

¹² Faith-Based Volunteers Information provided by the TDCJ Chaplaincy Department of the Programs and Services Division.

¹³ Based on the 1998 National Average Hourly Value of Volunteer Time of \$14.30 from The Independent Sector.

Texas Provides Leadership in Public-Private Partnerships in Providing Faith-Based Programs

As early as 1996, Governor George W. Bush issued an official memorandum proclaiming October 1996 as Criminal Justice Ministry Awareness Month. In the memorandum Governor Bush recognized the goal of reducing recidivism through ministry to those who are incarcerated and their families. He asserted, "There needs to be an environment in Texas that fosters efforts by faith-based and other service organizations to meet the needs of Texans in crisis" (see copy in the Appendix).

In 1997, the 75th legislature adopted and Governor George W. Bush signed Senate Concurrent Resolution Number 44. The resolution urges the:

Texas Board of Criminal Justice, the Texas Youth Commission, the Texas Juvenile Probation Commission, and all Texas county commissioners and sheriffs to recognize the potency of these [faith-based] efforts and permit faith-based correctional programs, facilities, and initiatives to play a more significant role in the rehabilitation of criminal offenders by (i) encouraging more use of faith-based programming in public prisons and jails and treating such programs on the same basis as non-religious programs, (ii) facilitating the operation of private, faith-based correctional facilities for willing inmates who are nearing release, and (iii) utilizing one-on-one faith-based programs that intervene in the lives of willing, nonviolent offenders to encourage positive behaviors by offering a structured and readjustive program of education and spiritual nurture as a positive alternative to incarceration or as a part of agreed-upon, post-incarceration aftercare.¹⁴

The Texas Department of Criminal Justice has benefited from public-private partnerships with Chapel of Hope Ministries, Inc. (COH). COH focuses upon providing chapel facilities that provide much needed space for programs and has a stated goal of reducing recidivism and increasing public safety.

¹⁴ Senate Concurrent Resolution Number 44, p 3, lines 7-22. A copy of the complete resolution is included in the Appendix.

Chapel of Hope Ministries, Inc. and Other Community Volunteer Groups

The mission of Chapels of Hope Ministries (COH) is to build chapels inside the fences of every Texas prison; thereby providing every inmate with an opportunity for spiritual renewal. The presence of God brings about internal changes in inmates, which results in a reduction in recidivism and a safer Texas for all its citizens.

In May 1995, the Texas Board of Criminal Justice passed a Board Policy that granted permission for the Engineering Directorate of TDJC to accept funds from public sources in order to construct chapels. Five chapels have been built and a sixth is now under construction. Four additional chapels have been approved by the Board of Criminal Justice to proceed.

- The completed chapels each average over 5,000 inmate visits and 200 volunteer visits per month.

	Daniels Unit Chapel	Hutchins State Jail Chapel	Central Unit Chapel	Hughes Unit Chapel	Mark Stiles Unit Chapel	John Connally Unit Chapel
Location	Snyder	Dallas	Richmond	Gatesville	Beaumont	Kenedy
Built	May, 1996	April, 1997	April, 1997	June, 1998	October, 1999	Construction started September, 1999
Square Feet	3,800	6,000	7,200	9,000	8,450	6,000
Primary Funding Source(s)	Local citizen and churches	TDCJ ¹⁵ , Prestonwood Baptist Church & Hillcrest Foundation	Houston area foundations, churches, local citizens	Kenneth Copeland Ministries & TDCJ	Meadows Foundation and local citizens	Group of Austin Businessmen
Sponsoring Ministry/Organization	Economic Development Board of Snyder	Chapel of Hope	Good Shepherd Ministries	Chapel of Hope	Chapel of Hope	Chapel of Hope
Total Cost	\$290,807	\$314,238	\$446,451	\$524,162	\$412,979	\$545,069
Cost per Square Foot	\$76.53	\$52.37	\$62.01	\$58.24	\$48.87	\$90.84
Estimated Utilities¹⁶	\$9,000 \$2.37/sq. ft.	\$25,000 \$4.17/sq. ft.	\$7,000 \$0.97/sq. ft.	\$30,000 \$3.33/sq. ft.	\$20,000 \$2.37/sq. ft.	\$13,000 \$2.17/sq. ft.
Estimated Maintenance	\$944	\$1,068	\$262	\$1,346	\$376	None to date

¹⁵ TDCJ (Texas Department of Criminal Justice).

¹⁶ Utilities costs are estimated since TDCJ has no sub-metering capabilities for the Chapels. Utilities also will vary depending upon the providing utility company's rate.

Faith-Based Programming is Effective in Reducing Recidivism

There are studies and data that support the effectiveness of faith-based programs in reducing recidivism. Having adequate chapel space makes faith-based programming available to more inmates.

Prison Fellowship Bible Studies

Recidivism rates for inmates from four adult male prisons in New York State who attended Prison Fellowship Bible Studies were studied. Inmates who attend 10 or more Bible studies in a year were three times less likely to be re-arrested during 12 months after release than a matched comparison group who did not attend the Bible studies.¹⁷

Reductions in Inmate Infractions

A study of inmate infractions at Lieber Prison in South Carolina found that after controlling for criminal history, demographics, and the time spent in Lieber in 1996 less than 10% of those who attended Prison Fellowship religious programs had infractions compared to 23% for those who did not attend. The more Prison Fellowship sessions attended by inmates, the less likely they were to have any infractions at all.¹⁸

Crime Prevention among At-Risk Youth

Studies indicate that Church attendance by young black males from inner-city poverty tracts has “its own unique [positive] effect on crime prevention.”¹⁹

Prison Fellowship Brazil

Prison Fellowship Brazil program (Association for the Protection of the Condemned (APAC)) was founded in 1973 at Humaita Prison in Sao Palo, Brazil. Prison Fellowship runs the entire Humaita facility and is at work in 40 other Brazilian prisons. Prison Fellowship also operates similar programs in Ecuador.

APAC reports a recidivism rate of less than 5% compared to a Brazilian average of about 75%. Even if the highly successful recidivism rate is discounted, the results are impressive compared to the 38-49% recidivism achieved in Texas over the last several years.

InnerChange Freedom Initiative™ (IFI)

Texas demonstrated national leadership by awarding Prison Fellowship’s The InnerChange Freedom Initiative™ (IFI) a contract to implement a faith-based prison program that encompasses curricula and methodologies for a prison pre-release program. The program has not been in place long enough for 3-year recidivism results, but initial data indicates dramatic improvements.

Since its start in Texas, two other states, Iowa and Kansas, have contracted with IFI for faith-based programs. Florida, Minnesota, Mississippi, Alabama and others are in dialogue with IFI regarding faith based programming.

¹⁷ Byron Johnson, David Larson, and Timothy Pitts, “Religious Programs, Institutional Adjustment, and Recidivism among Former Inmates in Prison Fellowship Programs,” *Justice Quarterly* (March 1997). National Institute of Healthcare Research based on data collected by the Center for Social Research (Tom O’Connor).

¹⁸ Thomas O’Connor, Patricia Ryan, and Crystal Parikh, “The Impact of Prison Fellowship on Inmate Infractions at Lieber Prison in South Carolina,” (April 1997).

¹⁹ Byron Johnson, Ph.D. Vanderbilt University, David B. Larson, M.D., M.S.P.H., Duke University, Spencer D. Li, Ph.D., University of Maryland, and Sung Joon Jang, Ph.D., Ohio State University, “Escaping from the Crime of Inner-Cities: Churchgoing Among At-Risk Youth,” Abstract.

See also Byron Johnson, et. al., “The ‘Invisible Institution’ and Urban Delinquency: The African American Church as an Agency of Local Social Control” and Byron Johnson, et. al., “A Systematic Review of the Religiosity and Delinquency Literature.”

PROPOSED SOLUTION

Summary of Solution

Vision

Our vision is that the State of Texas in partnership with private sources invests in the infrastructure to support effective faith-based programs so they are readily available to volunteering prisoners. Substantial savings of taxpayer dollars and increased public's safety will reward the State's investment, as recidivism rates are substantially decreased.

Mission

Our mission is to restore lives to reduce recidivism.

Proposed Solution

We propose that the State of Texas invest \$2,475,000 in the 2002-2003 biennium to construct chapels for six prison units.

- The \$2,475,000 investment funds 75% of the construction costs. The remaining 25% is to be funded by the private sector.
- The new chapels would make adequate chapel space available in a given month to 9,000 inmates with an estimated 2,250 participating in chapel program once per week or more.
- The chapels would also be available to meet the faith-based needs of prison staff.

Benefits of the Solution

The taxpayers and citizens of Texas would reap many benefits from a chapel building program:

- The chapels are cost-effective and will pay for themselves in savings from reduced recidivism by the fourth year of operations.²⁰ Assuming a modest 4-percentage point reduction in recidivism and a ten-year period, the six chapels will avoid over \$11.5 million in incarceration expenses for a net savings of nearly \$5.7 million (after the State's construction costs and annual expenses). Assuming a 7-percentage point reduction in recidivism, the chapels will avoid over \$20 million in incarceration expenses for a net savings of over \$14 million.

Please see the Financial Cost-Benefit Analysis and the accompanying Notes and Assumptions for a detailed calculation and analysis.

- Decades of faith-based programming will take place in Chapels for which the State paid only 75% of their construction cost.
- Public safety is increased due to fewer crimes being committed by released prisoners.

²⁰ Using a conservative four-percentage point reduction in recidivism the chapels reduce future incarceration costs enough to pay for the construction of the chapels *including their annual expenses* after just over 3 years of operations. Every year thereafter, the future savings from reduced recidivism exceed annual operating expenses and generate taxpayer savings.

- Additional taxpayer savings are realized as reduced crime reduces the demands on Police, Courts, Social Services, as well as Prisons.
- Less crime means less financial and emotional expenses to crime victims and the general public.
- More former inmates are rehabilitated into contributing citizens.

The proposed solution achieves substantial future savings from an investment today. The new chapels provide the necessary infrastructure to support effective faith-based programming for inmates. With the chapels, Texas will continue to lead the nation in using faith-based programming for inmates to reduce recidivism to save taxpayer dollars and increase public safety.

Financial Cost-Benefit Analysis

The Financial Cost-Benefit Analysis on the following pages include:

- Chapel Building Program Cost Effectiveness Analysis: Four Percentage Point Recidivism Reduction.
- Chapel Building Program Cost Effectiveness Analysis: Seven Percentage Point Recidivism Reduction.
- Notes and Assumptions—Chapel Building Program Cost Effectiveness Analysis.

**Chapel Building Program Cost Effectiveness
Four Percentage Point Recidivism Reduction**

Years in Analysis (Note A)	10
Chapel Costs	
Average Construction Cost per Chapel	\$ 550,000.00
% State Paid (Balance Privately Matched)	75%
State Chapel Construction Costs (Note B)	\$ 412,500.00
Chapel Annual Expenses (Note C)	
Annual Maintenance	\$ 8,450.00
Annual Utilities	\$ 21,716.50
Annual Expense of Staffing Chapel	\$ 26,000.00
Average Annual Chapel Expense	\$ 56,166.50
Average Chapel Expense for 10 Years	\$ 561,665.00
Total State Chapel Construction Cost & Expense for 10 Years for 1 Chapel	\$ 974,165.00
Average number of inmates in the prison unit	1,500
Average % participating in chapel programs once per week or more	25%
Inmates participating once per week or more (Note D)	375
% of participating inmates released annually (Note E)	29.4%
Participating Inmates released annually	110
Reduction in Recidivism over State Average (Note F)	4%
Prisoners not returning to prison	4
Average Daily Expense per Prisoner (Note G)	\$ 38.71
Multiply by Days in Year	\$ 365.00
Average Annual Expense per Prisoner	\$ 14,129.15
Average Prison Term per Recidivist (years) (Note H)	3.40
Total Expense per Recidivist (Note I)	\$ 48,039.11
Prisoners (who participated in Chapel Programs once per week or more) not returning to prison that would have otherwise	4
Multiply by Total Expense per Recidivist	\$ 48,039.11
Prison Costs Avoided Per Year of Chapel Availability	\$ 192,156.44
10 years cost avoided	\$ 1,921,564.40
Less Chapel cost for ten years (construction and annual expense)	\$ 974,165.00
NET SAVINGS	\$ 947,399.40
Cost Effectiveness—Amount Saved	
Net Savings	\$ 947,399.40
Divided by State Costs for Chapel construction & 10 years of Operation	\$ 974,165.00
AMOUNT SAVED FOR EACH \$1 SPENT (Note J)	\$ 0.97
Cost Effectiveness—Cost Avoided	
Total prison costs avoided	\$ 1,921,564.40
Divided by State's Total Chapel costs	\$ 974,165.00
AMOUNT AVOIDED FOR EVERY \$1 SPENT (Note J)	\$ 1.97
Costs Avoided (Four Percentage Point Recidivism Reduction)	\$ 4,881,998
Less Funding Requested to Build Six Chapels (Note K)	\$ 2,475,000
Net Amount Saved (Four Percentage Point Recidivism Reduction)	\$ 2,406,998

**Chapel Building Program Cost Effectiveness
Seven Percentage Point Recidivism Reduction**

Years in Analysis (Note A)	10
Chapel Costs	
Average Construction Cost per Chapel	\$ 550,000.00
% State Paid (Balance Privately Matched)	75%
State Chapel Construction Costs (Note B)	\$ 412,500.00
Chapel Annual Expenses (Note C)	
Annual Maintenance	\$ 8,450.00
Annual Utilities	\$ 21,716.50
Annual Expense of Staffing Chapel	\$ 26,000.00
Average Annual Chapel Expense	\$ 56,166.50
Average Chapel Expense for 10 Years	\$ 561,665.00
Total State Chapel Construction Cost & Expense for 10 Years for 1 Chapel	\$ 974,165.00
Average number of inmates in the prison unit	1,500
Average % participating in chapel programs once per week or more	25%
Inmates participating once per week or more (Note D)	375
% of participating inmates released annually (Note E)	29.4%
Participating Inmates released annually	110
Reduction in Recidivism over State Average (Note F)	7%
Prisoners not returning to prison	7
Average Daily Expense per Prisoner (Note G)	\$ 38.71
Multiply by Days in Year	\$ 365.00
Average Annual Expense per Prisoner	\$ 14,129.15
Average Prison Term per Recidivist (years) (Note H)	3.40
Total Expense per Recidivist (Note I)	\$ 48,039.11
Prisoners (who participated in Chapel Programs once per week or more) not returning to prison that would have otherwise	7
Multiply by Total Expense per Recidivist	\$ 48,039.11
Prison Costs Avoided Per Year of Chapel Availability	\$ 336,273.77
10 years cost avoided	\$ 3,362,737.70
Less Chapel cost for ten years (construction and annual expense)	\$ 974,165.00
NET SAVINGS	\$ 2,388,572.70
Cost Effectiveness—Amount Saved	
Net Savings	\$ 2,388,572.70
Divided by State Costs for Chapel construction & 10 years of Operation	\$ 974,165.00
AMOUNT SAVED FOR EACH \$1 SPENT (Note J)	\$ 2.45
Cost Effectiveness—Cost Avoided	
Total prison costs avoided	\$ 3,362,737.70
Divided by State's Total Chapel costs	\$ 974,165.00
AMOUNT AVOIDED FOR EVERY \$1 SPENT (Note J)	\$ 3.45
Costs Avoided (Seven Percentage Point Recidivism Reduction)	\$ 8,543,497
Less Funding Requested to Build Six Chapels (Note K)	\$ 2,475,000
Net Amount Saved (Seven Percentage Point Recidivism Reduction)	\$ 6,068,497

Notes and Assumptions**Chapel Building Program Cost Effectiveness Analysis****Note A: Years in Analysis**

The chapel building program results in the construction of a physical plant that will have a useful life for decades. The analysis is for 10 years to demonstrate that all construction and annual costs are recovered through savings resulting from even a modest reduction in recidivism.

It is assumed that the current legislature will fund the construction of the chapels for the biennium. The analysis demonstrates that the chapels pay for themselves, their annual operation, and generate additional savings in a decade. Even using the very conservative 4-percentage point reduction in 3-year recidivism, the chapels avoid enough in future incarceration costs to pay for themselves and their to-date annual expenses in just over three years of operation.

Note B State Chapel Construction Costs

The Chapel Building Program assumes that the chapels will be built through a public-private partnership. The State of Texas is assumed to fund 75% of the construction costs. The average chapel is assumed to cost a total of \$550,000 for 8,450 square feet (\$65.09 per square foot).

The average chapel will include multipurpose worship space (sanctuary), chaplain's office, library and a variety of classrooms.

Note C: Chapel Annual Expense

The chapel annual expense is the additional expense the State of Texas assumes with the new chapels.

Annual Maintenance is estimated to be \$1 per square foot or \$8,450 annually.

Annual Utilities are estimated to be \$2.57 per square foot annually for a total of \$21,716.50. The average estimated utilities per square foot for the six chapels at Daniels, Hutchins State Jail, Central, Hughes, Stiles, and John Connally is \$2.57 (total estimated utilities of \$104,000 divided by total square feet of 40,450).

Annual Expense of Staffing Chapel is \$26,000 to cover the equivalent cost of one security staff person.

Note D: Inmates Participating Once Per Week Or More

In this analysis the number of inmates is always rounded down to the nearest whole person.

The TDCJ Chaplaincy Department estimates 25% of inmates attend church one or more times per week based upon monthly statistical reports.

Inmates participating once per week are significant. The study of inmates who participated in 10 or more Prison Fellowship Bible studies in a year were three times less likely to be re-arrested during the 12 months after release than a matched comparison group (see Prison Fellowship Bible Studies, page 14 above.) It is assumed that inmates participating at least 52 times a year in Chapel programs will demonstrate a similar improvement in recidivism.

Note E: % of Participating Inmates Released Annually

The average inmate is incarcerated in prison for 3.4 years. On average 29.4% of inmates would be released per year from a given prison population (1 year divided by 3.4 equals 29.4%).

Note F: Reduction in Recidivism over State Average

The reduction in recidivism calculates the average number of inmates who do not return to prison following release due to their regular participation in Chapel programs.

Texas has an average 3-year recidivism of 40.8% (CPJC, 1994 releases).

The Chapel program is cost effective because it results in a lower recidivism rate (i.e. fewer inmates returning to prison during the 3 years after release). The Cost Effectiveness Analysis has been prepared using an extremely conservative 4- percentage point reduction in the recidivism rate and a conservative 7-percentage point reduction in the recidivism rate.

Note G: Average Daily Expense per Prisoner

Average daily expense per prisoner is the prison average of \$38.71 for fiscal year 1998.

Source: Criminal Justice Policy Council, "Incarceration Cost Per Day, Fiscal Years 1988-1998," *Oranges to Oranges: Comparing the Operational Costs of Juvenile and Adult Correctional Programs in Texas, January 1999.*

Note H: Average Prison Term Per Recidivist (in Years)

Per the Criminal Justice Policy Council the average prison term is 3.4 years.

Note I: Total Expense per Recidivist

The average incarceration expense the state pays annually for each recidivist (former prisoner returning to prison). Does not include related criminal justice expenses (e.g., police, courts, supervision, etc.).

Actual savings to the State of Texas for former prisoners not returning to prison are greater than incarceration expenses.

Note J: Cost Effectiveness

Cost effectiveness is measured in terms of costs avoided and amount saved. By funding 75% of the chapel construction and paying 100% of annual expenses for maintenance, utilities, and staffing, the State avoids future incarceration costs due to the reduction of recidivism.

Using either the very conservative 4-percentage point reduction in recidivism or the conservative 7-percentage point reduction in recidivism results in substantial cost avoidance and net savings over the ten-year period.

The cost effectiveness ratios are calculated over the 10-year period and include construction costs and 10 years of annual expenses. The useful life of the chapels is much greater than 10 years and the ratios would be even higher if calculated over more years. Ten years is used as a reasonable planning horizon for analyzing the cost effectiveness of real property.

The state's chapel construction costs and to-date annual expenses are recovered through future avoidance of incarceration costs in just over 3 years of operation (assuming the very conservative 4-percentage point reduction in recidivism). Incarceration costs avoided would occur over a range of 3.4 to 6.4 years after the release of a given inmate who does not return to prison. If the chapel had not been constructed, the inmate otherwise would have returned to prison during the 3-year recidivism period for an average prison term of 3.4 years (0-3 years for the recidivism period plus 3.4 years for the average prison term equals 3.4-6.4 years).

Total costs avoided and total amount saved are calculated by multiplying the cost effectiveness ratios times the funding request of \$2,475,000 for the biennium to construct 6 chapels. Assuming a modest 4-percentage point reduction in recidivism and a ten-year period, the six chapels will avoid over \$11.5 million in incarceration expenses for a net savings of nearly \$5.7 million (after the State's 75% share of construction costs and 100% of annual expenses). Assuming a 7-percentage point reduction in recidivism, the chapels will avoid over \$20 million in incarceration expenses for a net savings of over \$14 million.

Note K: Funding Requested

The \$2,475,000 requested would fund the following schedule of Chapel building programs:

Description	Chapel Costs	Number Built in Biennium	Total
Construction Cost	\$550,000	6 (2002-2003)	\$3,300,000
Privately Funded (25%)	\$137,500		\$825,000
State's Construction Cost (75%)	\$412,500	6 (2002-2003)	\$2,475,000
Annual Expenses	None because no new Chapels in Operation during the biennium (Chapels constructed during the biennium, not open for operations during biennium)		-0-
Grand Total of State's Investment			\$2,475,000

APPENDIX

Official Memorandum State of Texas Office of the Governor proclaiming Criminal Justice
Ministry Awareness Month 24

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OFFICIAL MEMORANDUM
STATE OF TEXAS
OFFICE OF THE GOVERNOR

More than 36 million Americans become the victims of crime each year, and more than six million are victims of violence. The physical, financial and psychological effect of crime has a devastating impact on our families, our neighborhoods, our state and our nation.

Thankfully, there is a grassroots effort in Texas to minister to those who are incarcerated and their families. The goal is to reduce the recidivism rate.

There needs to be an environment in Texas that fosters efforts by faith-based and other service organizations to meet the needs of Texans in crisis. Government can hand out money, but it cannot put hope in our hearts or a sense of purpose in our lives. It cannot bring us peace of mind. It cannot fill the spiritual well from which we draw strength day to day. Only faith can do that.

There are many loving, caring Texans who want to provide help to those who need it most. Local charities, churches, synagogues and faith-based groups can help ensure that inmates in Texas and their families can find a better future with the most compassionate aid of all -- helping them help themselves.

Therefore, I, George W. Bush, Governor of Texas, do hereby proclaim October 1996, as:

CRIMINAL JUSTICE MINISTRY AWARENESS MONTH

In Texas and urge the appropriate recognition thereof.



In official recognition whereof, I hereby affix my signature this 20th day of September, 1996.


Governor of Texas

Senate Concurrent Resolution No. 44

S.C.R. No. 44

SENATE CONCURRENT RESOLUTION

1 WHEREAS, There were over a million reports of crimes
2 committed against Texans in 1995, each one a reality that impacted
3 the lives of numerous people; and

4 WHEREAS, Restoring order, security, and protection to Texas
5 neighborhoods is government's most fundamental responsibility, and
6 a flourishing, prosperous society is impossible if our communities
7 are imprisoned by violence and fear; and

8 WHEREAS, Although the crime rate is improving and violent
9 offenders are serving longer sentences, law-abiding Texans deserve
10 better than seeing criminals shuttle back and forth between society
11 and jail with a recidivism rate of almost 50 percent within the
12 first three years of release; and

13 WHEREAS, Because nearly one-half of released inmates are soon
14 jailed again, often on more serious and violent crimes, it is
15 incumbent upon the State of Texas, which maintains one of the
16 world's largest prison systems, to continue its efforts to seek out
17 and enlist the aid of all methods effective at breaking the
18 expensive and tragic cycle of criminal behavior and in seeing that
19 criminals get changed, not just released; and

20 WHEREAS, Most inmates will eventually be released back into
21 society, and such offenders need strong role models, moral
22 guidance, and the accountability of personal relationships to
23 escape the destructive habits and moral crisis that fuel criminal
24 behavior; offenders need an environment conducive to the growth of

1 confidence, accountability, self-reliance and hopefulness, and a
2 community that cares about transforming lives from the inside out
3 so that ex-offenders remain ex-offenders; and

4 WHEREAS, A growing body of empirical evidence gathered by
5 health and criminology experts demonstrates the power of religious
6 commitment, crime's age-old enemy, to combat antisocial values,
7 remold the basic beliefs and attitudes of offenders, and help them
8 reenter society as contributing, self-sufficient citizens, which
9 benefits all Texans; and

10 WHEREAS, Religion's power to inhibit destructive behavior is
11 especially effective among juveniles--a fast-growing segment of our
12 population--many of whom are fatherless, have no fear of dying and
13 no concept of living, and who seem mired in a culture marked by
14 moral poverty and devoid of loving, responsible, and morally
15 upright role models; faith-based approaches are especially
16 effective at insulating criminally wayward but socially redeemable
17 youth from the scourges of crime and drugs; and

18 WHEREAS, The hundreds of millions of dollars Texas spends on
19 rehabilitative programs aimed at halting the revolving door of
20 recidivism by improving job skills, boosting education, or
21 defeating drug dependency are often unable to transform the inner
22 person and reach offenders at a deep, redeeming level; and

23 WHEREAS, Faith-based rehabilitation and treatment programs
24 offer a distinctly moral alternative to crime and prison life; such
25 redemptive, healing and restitution-based programs steer offenders

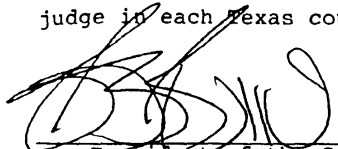
S.C.R. No. 44

1 toward crime-free lives by providing a caring support community,
2 stressing reconciliation, emphasizing accountability and community
3 responsibilities, and extolling strong moral and family
4 commitments, classroom instruction, counseling and peer support,
5 and on-site vocational training; now, therefore, be it

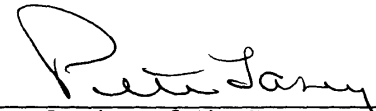
6 RESOLVED, That the 75th Legislature of the State of Texas
7 hereby urge the Texas Board of Criminal Justice, the Texas Youth
8 Commission, the Texas Juvenile Probation Commission, and all Texas
9 county commissioners and sheriffs to recognize the potency of these
10 efforts and permit faith-based correctional programs, facilities,
11 and initiatives to play a more significant role in the
12 rehabilitation of criminal offenders by (i) encouraging more use of
13 faith-based programming in public prisons and jails and treating
14 such programs on the same basis as non-religious programs, (ii)
15 facilitating the operation of private, faith-based correctional
16 facilities for willing inmates who are nearing release, and (iii)
17 utilizing one-on-one faith-based programs that intervene in the
18 lives of willing, nonviolent offenders to encourage positive
19 behaviors by offering a structured and readjustive program of
20 education and spiritual nurture as a positive alternative to
21 incarceration or as a part of agreed-upon, post-incarceration
22 aftercare; and, be it further

23 RESOLVED, That the secretary of state forward an official
24 copy of this resolution to the chairman of the Texas Board of
25 Criminal Justice, the chairman of the Texas Youth Commission, the

1 chairman of the Texas Juvenile Probation Commission, and the county
2 judge in each Texas county.




President of the Senate



Speaker of the House

I hereby certify that S.C.R. No. 44 was adopted by the Senate on May 20, 1997; and that the Senate concurred in House amendment on May 29, 1997. _____



Secretary of the Senate

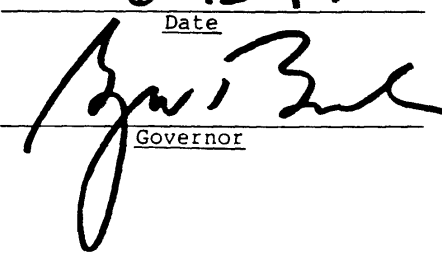
I hereby certify that S.C.R. No. 44 was adopted by the House, with amendment, on May 28, 1997. _____



Chief Clerk of the House

Approved:

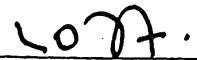
6-12-97

Date


Governor

FILED IN THE OFFICE OF THE
SECRETARY OF STATE
4:15 pm O'CLOCK

JUN 12 1997



Secretary of State

About Chapel of Hope Ministries, Inc.

The mission of Chapel of Hope Ministries, Inc. is to build chapels inside the fences of every Texas prison; thereby providing every inmate with an opportunity for spiritual renewal. The presence of God brings about internal changes in inmates, which results in a reduction in recidivism and a safer Texas for all its citizens.

Chapel of Hope Ministries is Texas based, non-profit entity that was founded by Frank E. Graham, Jr. in 1994. Frank is an ordained minister of the Gospel of Christ, a deacon and lay leader at Prestonwood Baptist Church.

Chapel of Hope Ministries has been the sponsoring ministry for the construction of four prison chapels at:

1. Hutchins State Jail
2. Hughes Unit
3. Mark Stiles Unit
4. John Connally Unit

See the table on page 13 for more information regarding the chapels at these units. In addition to the four chapels, Chapel of Hope Ministries helped to start the first female parenting center in Gatesville, Texas in 1995 and partnered with Angels Unaware in 1997 to refurbish a house in Fort Worth, Texas into a transitional home for newly released female inmates.

Frank Graham has received the Governor’s Criminal Justice Volunteer Service award for Chapel of Hope Ministries’ contribution to Texas state prisons and the Texas Department of Criminal Justice Director’s Citation for the improvement of Chaplaincy programs in Texas prisons.

More information about Chapel of Hope may be obtained at

Chapel of Hope Ministries, Inc.
6030 White Rose Trail
Dallas, Texas 75248
(972) 980-1009 Fax (972) 503-5392
www.chapel-of-hope.org
e-mail: Frank Graham at frankg@chapel-of-hope.org

About MasterThink™

MasterThink™ guided the preparation and writing of this proposal.

MasterThink™ has been “Solving the Challenges of High Growth Companies™” since 1983 by providing superior management consulting and strategic thinking services. We enjoy long term relationships with our clients as we guide them through their growth related challenges.

Clients have found it highly beneficial and profitable to engage our consultants to organize and lead key initiatives—the strategic thinking and action process, the continuous improvement process, and the quarterly accountability process.

More information about MasterThink may be obtained at:

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