

LAW ENFORCEMENT PLANNING COMMISSION

EVALUATION REPORT



Project Title: CHANNEL ENTERPRISES  
(Halfway House)  
Grant No.: S-76-136, S-77-E-2  
Agency: Salvation Army  
Date of Report: April 7, 1978  
Evaluator: Roy L. Vance

50278

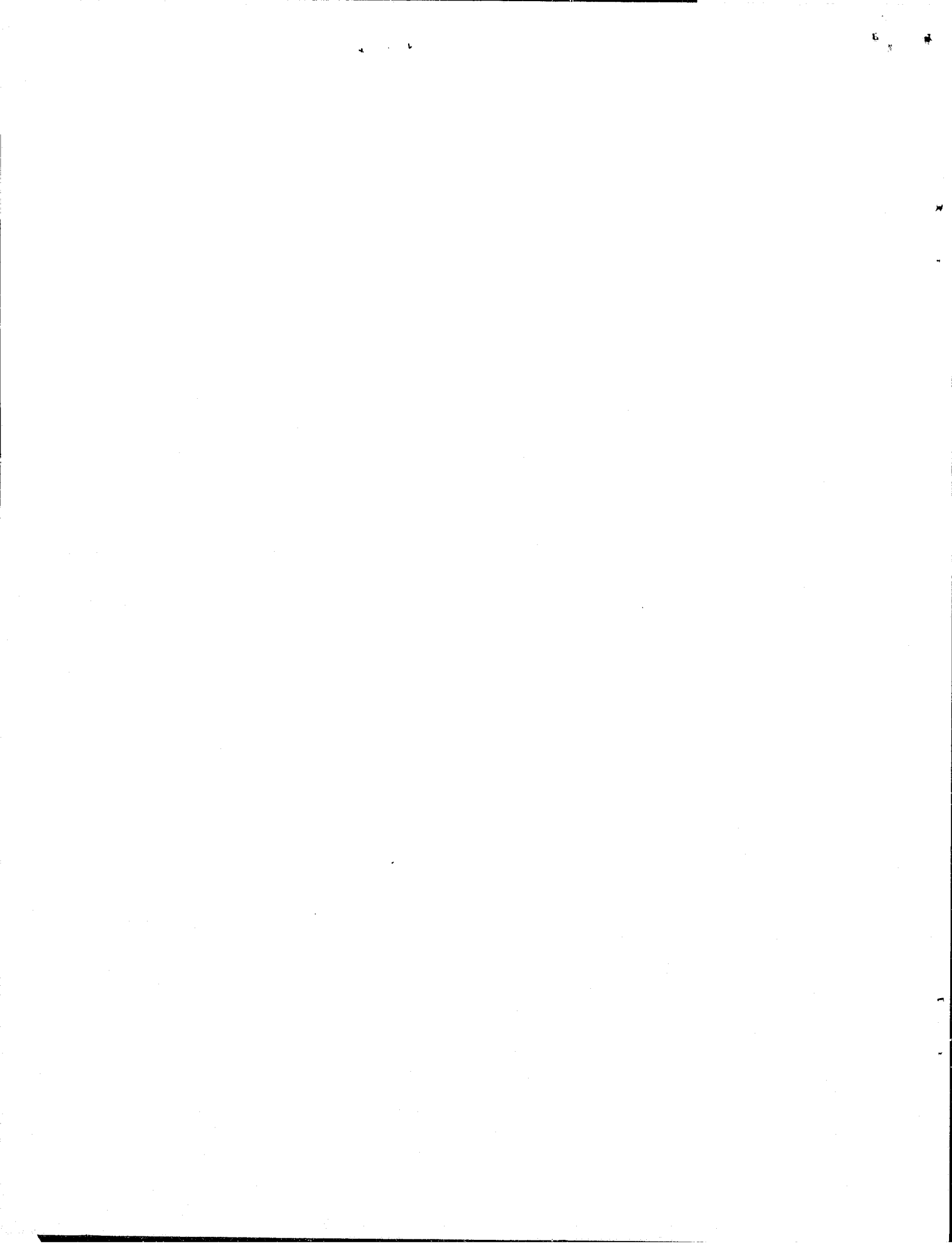


TABLE OF CONTENTS

	Page No.
FOREWARD . . . . .	i
ABSTRACT . . . . .	ii-v
PROJECT DESCRIPTION . . . . .	1
Halfway House Purpose . . . . .	1
Organization . . . . .	2
Application for Residency & Selection Process . . . . .	3
Program Structure . . . . .	4
The Treatment Process . . . . .	5-6
PROJECT EFFICIENCY . . . . .	7-21
Progress Evaluation . . . . .	7
House Occupancy - Length of Stay . . . . .	8
Occupancy Rate . . . . .	9-10
Cost of Operation . . . . .	11-15
Income Sources . . . . .	15-16
Administration of the Program . . . . .	17
The Advisory Board . . . . .	17
General Accounting Procedures . . . . .	18
Subsidiary Accounting & Control Systems . . . . .	19
Food . . . . .	19
Local Travel . . . . .	19
Service Fees (Board & Room) . . . . .	19
Food Stamp Program . . . . .	19
The Employment Program . . . . .	19-20
Consultant Contracts . . . . .	20-21
PROJECT EFFECTIVENESS . . . . .	22-29
Evaluation of Outcomes . . . . .	22-26
Comparison Data . . . . .	23-26
Outcome Data . . . . .	27
Summary of Statistical Analysis . . . . .	27-29
(Chart 1, Base Expectancy & Salient Factor Scores of the Experimental and Control Groups)	Page 23
(Chart 2, Relative Adjustment & Criminal Severity Index)	Page 26
(Table 1, Criteria Utilized by the Commission for Pardons & Parole Relating to the Experimental and Control Group Individuals)	Page 25
(Table 2, Criminal Severity of Of- fenses Committed by the Experi- mental and Control Groups)	Page 27
DEFICIENCIES AND RECOMMENDATIONS . . . . .	30-33
Item 1, Documentation in General . . . . .	30
Item 2, Consultant Contracts . . . . .	30
Item 3, Priority of Admissions Policy . . . . .	31
Item 4, Program Expansion . . . . .	31
Item 5, Food Control System . . . . .	32

(Table of Contents, contd.)

	Page No.
DEFICIENCIES AND RECOMMENDATIONS (contd.)	
Item 6, Policy & Procedures Manual. . . . .	32
Item 7, Fees for Services (Board & Room) . . . . .	32
Item 8, Evaluation Effectiveness Criteria . . . . .	32
Item 9, Advisory Board Involvement . . . . .	32-33
APPENDICES	
A, Job Descriptions	
B, Resident Handbook	
C, Consultant Contracts	
D, Federal Probation Salient Factor Scale	
E, Calculation of Base Expectancy Scale	
F, Relative Adjustment Scale	
G, Letter from Ralph Marshall, Ph.D., Exec. Secy., Idaho State Parole Commission	
H, Advisory Board By-laws	

TABLE OF CHARTS

<u>Chart No.</u>		
1	Channel Enterprises Organizational Chart . . . . .	2

TABLE OF TABLES

<u>Table No.</u>		
I	Admissions to Channel Enterprises Halfway House by Source . . . . .	7
II	Program Completions of Channel Enterprises Residents by Referral Source . . . . .	8
III	Client Residence Period at Channel Enterprises	9
IV	Distribution of the Residency Periods of Channel Enterprise Clients, July 1976-April 1978 . . . . .	9
V	Channel Enterprises Expenditures for 1977 . . . . .	12
VI	Comparison of Channel Enterprises with ABA Sample Average for Selected Expenditures on a Daily Per Resident Basis . . . . .	13
VII	Comparison of Channel Enterprises Operating Costs to Typical Halfway Houses providing Comprehensive In-house Services, Operation at Capacity . . . . .	14
VIII	Channel Enterprises Income Sources for the Year 1977 . . . . .	15

### Foreword

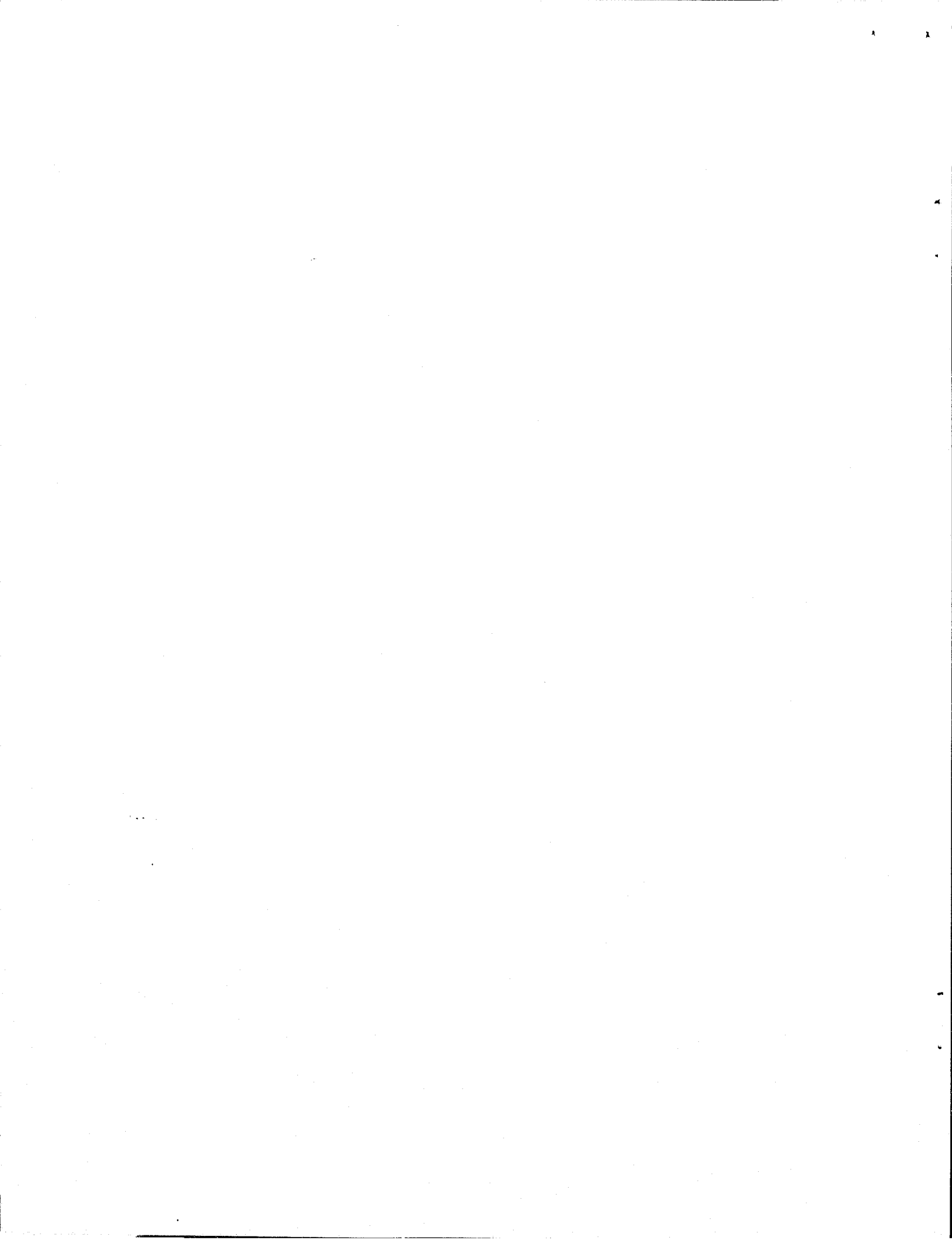
*The Channel Enterprises Halfway House completed approximately eighteen months of operation as of the end of the year, 1977. Even though this is a rather brief period in which to establish meaningful evaluative data, this report will examine two areas of evaluation, that of the efficiency of operation and the effectiveness of the overall program as they exist at this early date.*

*A description of the purpose, the organizational structure, and the various programs utilized will be given. The cost of operation will be presented with a brief analyses of these costs, and a comparison will be made with other similar facilities. The client flow through the facility will also be examined in the assessment of operational efficiency.*

*The effectiveness of the overall program, the results of the treatment program as reflected by the social adjustments made by former residents, as compared with a matched control group, will be presented.*

*Portions of this report have been borrowed freely from an application for continuation funding submitted by the subgrantee on January 31, 1978. The descriptions of activities and treatment processes are, in numerous instances, used verbatim as they appeared in this well-written application and, with the permission of the Project Director, appear in this report without the use of quotation marks.*

*Section III, "Evaluation of Effectiveness," was prepared by Dr. Roy E. Buehler of the Behavior Change Institute who, as a consultant to the project, has the responsibility for program effectiveness evaluation.*



## CHANNEL ENTERPRISES

(Halfway House)

### Abstract

The Channel Enterprises halfway house began operation on July 19, 1976, for the purpose of providing a group living environment with rehabilitative programs designed to assist formerly incarcerated parolees adjust to living in the community in a socially acceptable, law-abiding manner.

A step system of decreasing restrictions and increasing personal responsibility is the basis of the treatment program. Professional group and individual counseling, employment counseling, and job-finding assistance are program segments provided in which participation is required.

Application for admission to the program is voluntary. Two hundred eleven parolees have applied for admission and have been interviewed. Eighty-five have been approved for admission to date. Fifteen (full capacity) are now in residence; three are awaiting space; and sixty-seven are former residents. Thirty-nine (58%) have successfully completed the residential program.

The average stay for all of the previous residents was 84 days. Those successfully completing the program stayed an average of 104 days while those who were unsuccessful stayed an average of 57 days.

Occupancy to date has averaged 74%. Occupancy during 1976 (5½ months) was 52%; during the year 1977, 76%; and during 1978, it has averaged 94%.

The cost of operation compares favorably with other halfway houses offering similar services. The total expenditures during the calendar year 1977 were \$129,139.73. With an average occupancy of 11.48, the cost per client per day was \$30.81. At capacity operation (15), the daily client cost would be \$24.55. A similar facility study indicated a comparable average cost of \$27.76.

Evaluation of the effect the halfway house program has had on the social adjustment of former residents is in the early stages and has not developed a sufficiently large data

data base on which to draw definite conclusions. Comparisons of the adjustment made by an experimental group that has completed the halfway house program and a control group paroled directly into the community are made in determining the effectiveness of the Channel Enterprises program. Ten former residents who had been in the community for a period of twelve months as of the end of 1977 were compared with a matched group. There was no significant difference in the adjustment of the two groups indicated at that time. There is some indication that the experimental group, although matching the control group in the predetermined criteria, were at a disadvantage. The Executive Secretary of the Commission on Pardons and Parole has indicated that with seven of the ten men in the experimental group, the Channel Enterprises halfway house was the only acceptable program of parole which they could present to the Commission. The consultant conducting this portion of the evaluation concludes that the closing of this gap by the experimental group and then performing equally as well as the control group represents a valid measure of success for the program.

The overall organizational framework of the Channel Enterprises program is adequate. Some improvement in administering the program is called for. Generally, deficiencies exist in the documentation of activities, the ready availability of some types of information, technical aspects of consultant contracts, and the availability of established policies and procedures.

#### Deficiencies and Recommendations

Item 1. Documentation in General. A substantial amount of program activity documentation was not readily available. While it was apparent that the activities in question had taken place, appropriate schedules, summaries, or other supporting documents, were not available.

Recommendation. Staff should make a detailed review of all record keeping and take steps that will insure that adequate documentation is readily available.

Item 2. Consultant Contracts. Contracts with the consultants (group counselor, evaluator, accountant) are deficient in form and content. The language is too general and cancellation provisions are inadequate. Some of the duties of the evaluation consultant are unallowable for federal funding.

Recommendation. The contracts should be rewritten to conform to acceptable federal standards.



Item 3. Priority of Admissions Policy. The halfway house was organized to provide services for parolees from the Idaho State Penitentiary. To date, this group of ex-offenders makes up 62% of the total number admitted to the program. Probationers, both State and federal, are being admitted to the program.

Recommendation. A firm policy should be adopted giving incarcerated offenders priority in admittance to the program.

Item 4. Program Expansion. Channel Enterprises has shown a tendency to respond to additional needs other than those for which it was organized. Expansion into other areas is considered premature until the halfway house is a proven, viable entity.

Recommendation. The halfway house program efforts should concentrate on its original purpose until a reasonably stable and successful operation has been established. Expansion of the capacity of the facility itself should be limited to 20 residents until sufficient resources are available and needs documented to justify further expansion.

Item 5. Food Control System. Adequate control was lacking in previous methods of purchasing and storing food. An improved system was implemented on April 1, 1978.

Recommendation. The new system should be reviewed by the Board at the end of one month's use.

Item 6. Policy and Procedures Manual. Officially adopted policies and written procedures are not readily available.

Recommendation. A manual should be compiled containing official policies, established procedures and other pertinent information.

Item 7. Fees for Services (Board and Room). Information is not readily retrievable from the present record system. Payment is not required on a consistent basis. A proposed change in policy to make payments voluntary will result in inequitable treatment of residents.

Recommendation. The original policy of requiring all residents to pay for services rendered should be consistently applied.

Item 8. Evaluation Effectiveness Criteria. The comparability of the experimental and control groups appears to be affected by a previously unaccounted for factor, namely, the Parole Board's opinion as to release readiness of different inmates eligible for parole.

Recommendation. A careful examination of the evaluation design with appropriate adjustments should be made. LEPC should approve the proposed changes.

Item 9. Advisory Board Involvement. No-quorum meetings and limited participation by some members has hampered the Board's involvement as a "working board." Operation review has not been intensive or systematic.

Recommendation. (1) The Board should take additional steps to insure better attendance at meetings. (2) Consideration should be given to a smaller number of board members. (3) An "Operational Review" format should be utilized in regular, comprehensive reviews by the Board.

## I. PROJECT DESCRIPTION

### Halfway House Purpose

The Channel Enterprises halfway house is an interim living facility offering a semi-structured environment and certain rehabilitation programs to ex-offenders released from prison. The period immediately after release from the highly restricted and limited decision-making environment of incarceration to the open community which suddenly demands a multitude of appropriate decision is a critical and a difficult time for those making the transition. This incarceration-imposed "cultural shock" is recognized as a primary cause for re-incarceration. To assist the ex-offender in this transition period in a manner that will return him to society as an independently-functioning and law-abiding citizen is the basic purpose of the halfway house.

The Goals and Objectives as stated in the most recent grant application further amplify the purpose of the project:

#### Goals

- a. To provide an effective bridge between the restrictive environment of incarceration and the autonomous freedom and decision-making requirements of community living.
- b. To encourage and support the development of socially stable and economically productive lives.
- c. To maximize the potential of the residents to remain in the community free of parole violations and new convictions.

#### Objectives

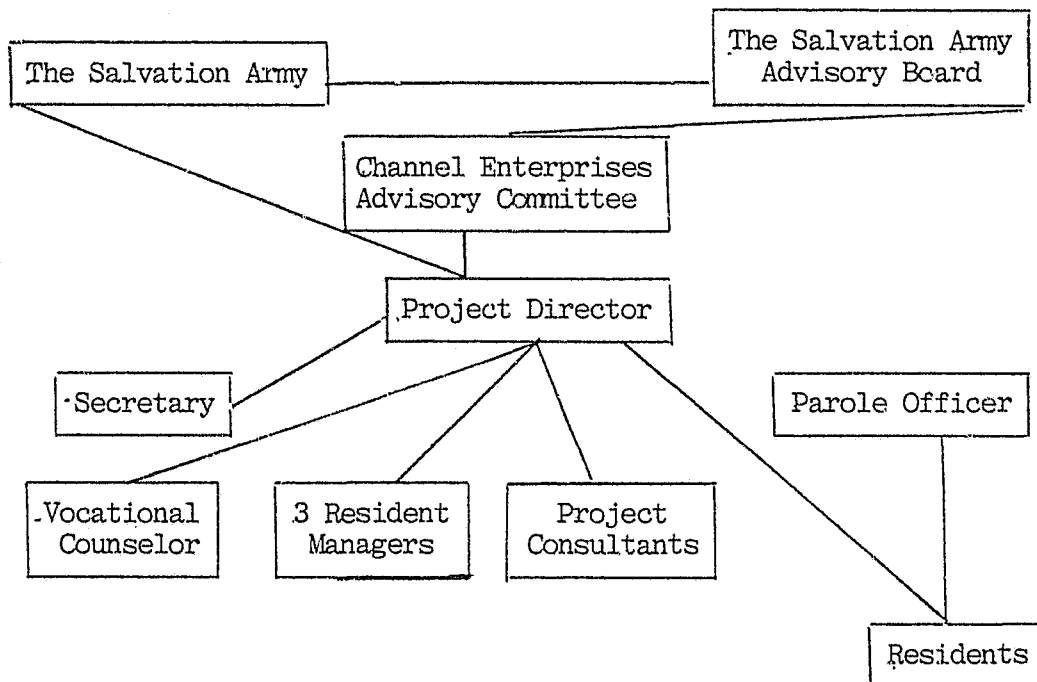
- a. Provide a social living environment to reduce the negative consequences of incarceration and to maximize social/personal accountability and decision making within the context of a free community.
- b. Provide an intensive program of job development, job placement and vocational counseling to assist each individual assess his short and long term career/educational goals, with job placement given high priority.
- c. Provide structured individual and group counseling.
- d. Provide continued services as may be deemed necessary after completion of the program to prevent a return to criminal activity.

The ultimate goal is to return the program participants to society as productive, law-abiding citizens.

## Organization

The Boise Corps of the Salvation Army is the sponsoring agency of the Channel Enterprises halfway house and as such is the controlling authority. An organizational chart indicating the lines of responsibility is shown below:

CHART 1  
CHANNEL ENTERPRISES ORGANIZATIONAL CHART



The Channel Enterprises Advisory Committee is the policy-making body of the halfway house and consists of a maximum number of fifteen, three of whom are also members of the Salvation Army Advisory Board. This committee meets monthly and is responsible by its action, or the action of sub-committees established by it, for general policy, selection of the Project Director, approval of budgets, review of expenditures, approval of applications for residency, and the over-all operation of the halfway house. The Project Director (House Manager) is a non-voting, ex-officio member of the Channel Enterprises Advisory Committee and sub-committees. As the program administrator, he is responsible for the operation of the house and supervision of all staff and voluntary workers.

The Resident Managers provide the immediate supervision of the residents during assigned duty hours and are responsible for many of the details of house management.

The Vocational Counselor assists the residents in educational and employment pursuits. Individual counseling is provided and employer contacts are maintained as well as other related activities.

The Secretary/Counselor Aide performs the secretarial and receptionist duties as well as maintaining the individual case files and assisting in group counseling and individual crisis counseling as required.

Job descriptions for the above staff positions provide detailed duties and responsibilities and are included in the Appendix section. The consultant contracts are also included there.

### Application for Residency and the Selection Process

Channel Enterprises accepts applications primarily from persons incarcerated within the Idaho Department of Corrections. This includes the sites outside of Boise and outside of Cottonwood, Idaho.\* A limited number of applicants who were Idaho residents at the time of arrest are accepted from the U. S. Bureau of Prisons. If these sources fail to fill available bedspace, referrals are accepted from Probation and Parole officers as well as Idaho District Courts. Application forms are available in each house at the Idaho State Correctional Institution and are also available in the Habilitation Unit at the prison. Brochures explaining the program are available in each house. After obtaining an application, an inmate who is considering the house as part of his release plan mails this application directly to Channel Enterprises.

The selection process begins as soon as the application is received. The applicant's counselor at the prison is contacted to determine when the applicant will be seeing the parole board. The inmate's application is discussed with the counselor, and questions concerning how the counselor evaluates the applicant's strengths and weaknesses, how the counselor assesses the problems the applicant will encounter in returning to the community, and if the counselor will be supporting the applicant's parole plan.

The program director at the Interim House then reviews the records of the applicant. The purpose of this review is to identify the pre-incarceration characteristics of the applicant; to review the applicant's institutional work history, the recommendations of the applicant's primary hearing and the recommendations of the habilitation staff. During this review, the director fills out the Federal Probation Salient Factor Scale and the California Base Expectancy Scale (two parole success predictors. These forms and how they are used are explained more fully in the data collection section as well as the program evaluation section.) and the Channel Enterprises pre-interview form. The pre-interview form is used to determine if the applicant is eligible for the program. If this determination is positive, an interview is arranged with

\*The Idaho State Penitentiary is located just outside the City of Boise. The Cottonwood facility (North Idaho Correctional Institution) is located approximately two hundred miles north of Boise and accepts those convicted offenders receiving a penitentiary sentence on whom the courts have retained jurisdiction for 120 days.

the applicant. The interviewers include the project director and two members of the Channel Enterprises Advisory Board. The members of the interviewing committee then independently rate each applicant on the basis of the interview plus the information described. The rating scale begins with number one as the most desirable applicant, two as the second most desirable, etc. On the basis of the total scores each applicant receives and projected space in the house, applicants are then either selected or placed on an alternate list with selection based on the availability of space. Copies of acceptance letters are sent to the Parole Officer, the Parole Commission and the applicant.

### Program Structure

The Channel Enterprises facility is located at 1115 West Boise Avenue in an older two-story frame house and has a total capacity of fifteen residents. The twelve house rules that constitute the basic guidelines for behavior while in residency are as follows:

1. No non-prescribed drugs or intoxicants are allowed in the house, on the house grounds or at business and social functions of the program. Violation of this rule is sufficient grounds for immediate termination from the program.
2. No weapons or threats of violence will be tolerated. Violation of this rule is sufficient grounds to terminate a person from the program immediately.
3. No guests will be allowed in residents' rooms.
4. Staff has a right to conduct search of property when deemed necessary. Whenever possible, this search will be conducted in the presence of the resident or a resident representative.
5. All residents will abide by house curfews, 11:30 p.m. Sunday through Thursday; 1:30 a.m. Friday and Saturday.
6. Residents will be responsible for the upkeep and cleanliness of their personal living areas, the house and its grounds, and the cooking of meals.
7. The reasonable rights of the other residents will be kept in mind when conflicts arise concerning noise, personal conduct, privacy, etc.
8. House residents must maintain involvement in ongoing program activities, including movement through the step system.
9. No resident will be allowed to purchase or use transportation without showing proof of proper licenses, insurance and the ability to be fiscally responsible to maintain the vehicle.
10. NO SMOKING IN BED! Any damage resulting from a resident's negligence may result in replacement of damaged articles at the resident's expense.

11. Persons are requested to offer \$25.00 per week for services rendered after a person has been employed for one full week.
12. A person must complete all daily work assignments.

Violation of these rules could result in termination from the program. The decision to terminate rests with the project director in consultation with the assigned parole officer. The decision to terminate a person is based on the seriousness or the repetitiveness of the violation. Violations of a less serious nature could result in a restriction of the free time of a resident or in being given extra work duties for a specified period of time. If the violation is considered minor and if it involves more than one member of the house, the incident is discussed in a full house meeting as well and the total staff and residents determine the consequences which are levied for the violation. The emphasis is upon requiring the resident to face the consequences of his own behavior.

Meals are prepared by the residents. Each individual prepares his own breakfast and lunch, according to his work schedule. Every resident is required to attend the evening meal. Preparation of the evening meal is an assigned task that is usually given to one of the unemployed residents. In addition, each resident is assigned house and grounds maintenance responsibilities. This work is monitored by the house managers.

There are three types of meetings which are required attendance. The first is a general business meeting after the evening meal. The tasks involved in the maintenance of the house are discussed at this time as well as the behaviors of residents which are affecting other residents in the house. The second type of meeting which is required is the group therapy sessions each Monday and Thursday evening. The third meeting is a minimum of one hour of counseling per week with the resident's assigned counselor.

Other services provided through Channel Enterprises include major medical insurance and a \$100.00 per resident allocation for minor medical care. Assistance with transportation problems is provided to residents.

### The Treatment Process

The treatment process occurs within the framework of the program structure.

#### a. Vocational Support

Vocational support begins before the person is released when the vocational counselor visits the newly accepted applicant at the Idaho State Correctional Institution.

The applicant's work history is reviewed and the vocational counselor explains what kind of work he would most likely be able to find in the community. The vocational counselor and potential resident then agree on an initial vocational plan, including possible vocational training or educational involvement. The vocational counselor, then, has initiated a vocational plan before the person is released from prison. The

dimensions of vocational services available after admission to the project are job development and placement, career counseling (including educational/vocational training), and employment placement and counseling. The emphasis of the vocational program is to secure a position which has long term employment potential or career potential.

b. Personal and Group Counseling

The primary goals of personal and group counseling are to:

1. aid the resident in diminishing incarceration related behaviors and attitude; (described as the decompression period);
2. identify the chronic behavioral and attitudinal patterns which enhance the probability of involvement in criminal actions and develop a counseling plan to counter these chronic problems (the stabilizing period); and
3. begin a step-by-step program to reintegrate the resident into a responsible and autonomous community (the re-entry period).

During the initial decompression period, the resident begins an active orientation to the community and a counseling plan is designed for the resident. This master plan forms the basis of the person's involvement in individual and group counseling.

The treatment plan, then, includes the elements of vocational, individual, and group counseling which operates in a program structure including rules which define certain behavioral limits and step-by-step procedures to return the resident to functioning in a responsible and autonomous community free of further criminal involvement. These steps are accomplished by constructing a treatment plan for each individual and by his involvement in the program step system. The step system describes the various levels, or steps, of involvement in the program and outlines specifically what a person needs to accomplish to be able to complete the program. Progress through the steps depends on vocational stability, social stability, and fiscal stability. This progress, then, is an external indicator of how each individual fits in the program structure and what the person needs to accomplish to be able to complete the program. The program has moved, then, from a time framework to an accomplishment from work in gauging successful program completion.



## II. PROJECT EFFICIENCY

### Progress Evaluation

Since July of 1976, when the facility began operation, 211 parolees have applied and been interviewed for admission to the halfway house. Eighty-five of these have been admitted to the program. Of these, 15 are now in residence, three are awaiting space availability in the house, 39 have successfully completed the halfway house program, and 28 were negatively terminated from the program.

The following table indicates the number by source of those admitted:

TABLE I  
ADMISSIONS TO CHANNEL ENTERPRISES  
HALFWAY HOUSE BY SOURCE

<u>Referral Source</u>	<u>Number Admitted</u>	<u>Percentage of Total</u>
Idaho State Penitentiary	53	62.3%
Probation & Parole	9	10.6
Cottonwood 120-Day	9	10.6
U. S. Bureau of Prisons	<u>14</u>	<u>16.5</u>
Total	85	100.0

Of the 67 former residents, 58% (39) successfully completed the program. The clients coming from the Idaho State Penitentiary at Boise appear to have the greatest success in completing the Channel Enterprises program with a successful completion rate of 65%. Federal parolees did nearly as well with a 64% success rate. Referrals from the Bureau of Probation and Parole and returnees from the 120-day Cottonwood program did poorly with a successful completion rate of only 31%. The small number representing this group may not be indicative of future results and this should be considered in analyzing successful program completions. It should be noted, however, that most of these individuals are probationers who have not experienced the type of confinement that the other residents have had, and the Channel Enterprise program has been designed specifically to meet the needs of those coming out of a heavily structured environment. Table II graphically illustrates the type of termination from the halfway house of the three groups.

TABLE II  
PROGRAM COMPLETIONS OF CHANNEL ENTERPRISES  
RESIDENTS BY REFERRAL SOURCE  
from July 1976 to April 1978

Source	Number	Successful	Unsuccessful
All sources	67	39 (58%)	28 (42%)
Idaho State Penitentiary	43	28 (65%)	15 (35%)
Probation & Parole/ Cottonwood 120-day	13	4 (31%)	9 (69%)
U. S. Bureau of Prisons	11	7 (64%)	4 (36%)

Three of the 82 residents, to date, have had new charges against them while in the halfway house program. This is a period of 6,622 man/days of residency. Two charges were misdemeanors, one a felony. The record appears to support the statement in the American Bar Association study \* that ". . . the very limited data that have been collected to date have affirmed that clients of halfway houses do commit additional crimes, but that the arrest rates for clients of halfway houses did not exceed that of the general population (of this country) as a whole."

Seven of the 39 who successfully completed the program have had either new charges or parole violations. In two of the cases, the charges were equal in seriousness to their original charge; in the other five cases, the incidents were less serious than the original charges.

Two of the 28 receiving negative terminations were convicted on new charges after leaving the house; both equal to or greater than their original charges. The numbers and rates receiving new charges or parole violations of the two groups are not comparable. The negative termination group had fewer "at risk" since most of these had returned to prison for parole violations.

House Occupancy -- length of stay. The Channel Enterprise program is designed for a three-to-four-month period. Those successfully completing the program are doing so at an average of 104 days. The following tables provide additional information on the length of stay for residents who have terminated thus far.

\*Cost Analysis of Correctional Standards: Halfway Houses Volume II: American Bar Association, Correctional Economics Center, 1975, p. 105.

TABLE III

CLIENT RESIDENCE PERIOD AT CHANNEL ENTERPRISES  
July 1976 to April 1978

	All Residents	Positive Terminations	Negative Terminations
Number	67	39	28
Length of Stay:			
Range	2 to 218 days	11 to 218 days	2 to 170 days
Average	84 days	104 days	57 days
Median	87 days	95 days	49 days

TABLE IV

DISTRIBUTION OF THE RESIDENCY PERIODS  
OF CHANNEL ENTERPRISE CLIENTS, July 1976 to April 1978

Residency Period	Positive Terminations	Negative Terminations
1-30 days	1	9
31-60 days	2	9
61-90 days	11	6
91-120 days	14	1
121-150 days	7	2
151-180 days	3	1
181 + days	1	—
	39	28

Occupancy Rate. For the entire period of operation, July 1976 to the present time, the occupancy of the halfway house has averaged 74%. The halfway house began operation on July 19, 1976 with three residents and a capacity of twelve. By year's end, the house had ten residents and had averaged a 52% occupancy for the first 5 1/2 months. The capacity was expanded to 15 by the beginning of 1977 and during that year occupancy averaged 76%. These are considered very favorable rates when compared with similar facilities in the early stages of development.

For the period, January 1 to April 7, 1978, the halfway house has been at capacity for most of the time and has averaged 94% occupancy during this period of slightly more than three months. This is an extremely high rate to maintain considering the logistics of the admittance processing. However, the occupancy rate can be expected to remain at a high level at least for the next few months due to those already approved for admittance but awaiting the availability of space.

## Cost of Operation

Table V lists the expenditures for the calendar year of 1977. The expenditures in this time period appear to be representative of those that will occur under normal operating conditions. The possible exceptions and any unusual items will be noted.

The total personnel costs of \$72,138.93 represents 55.9% of the total expenditures. Most halfway houses are labor intensive, especially those providing comprehensive in-house services. In this category of facilities, personnel costs constitute between 68.5% and 78.8% of total budgets of halfway houses in a study by the American Bar Association\*. Channel Enterprises does not provide for the position of cook as most halfway houses do, this function being assumed by the residents. Also, some of the duties, such as group counseling, assigned to consultants at Channel Enterprises, were performed by staff in other facilities. However, when combining the personnel and consultant expenditures, Channel Enterprises still is in a very favorable position. The ratio of staff to residents at full capacity at Channel Enterprises is 1 to 3, as compared to a ratio of 1 to 2.1 in the above study.

Assuming the quality of services provided to be equal, the personnel appear to be utilized in an efficient manner.

The Travel and Transportation expenditures at 4.4% of total is higher than comparable facilities. Included in this figure is \$3,347.11 (2.6% of total) associated for the most part with staff training. This expenditure is expected to constitute a smaller proportion in the future.

Medical-Health and Accident Insurance expenditures of \$4,826.33 (3.7%) and Field Services of \$4,199.17 (3.2%) were substantial expenditures not generally found in other facilities (in some cases medical services were on a contract basis). The expenditure for Field Services was made to the Salvation Army for indirect costs such as auditing services by Regional Salvation Army personnel. The Law Enforcement Planning Commission did not allow this as an expenditure from grant funds due to a policy prohibiting indirect costs. The expenditure for Salvation Army Field Services is not directly related to services provided to the Channel Enterprises halfway house but is based on a percentage of revenue received.

During the year of 1977, there were 4,191 man days of residency for an average occupancy of 11.48. With total expenditures of \$129,139.73 during this period, the total cost per client per day was \$30.81. Had the facility operated at capacity (15), the daily client cost would have been \$24.55. This is a favorable comparison with the ABA facility sample at \$27.76. It should be noted that expenditures for Research and Evaluation and for Field Services that were incurred by Channel Enterprises were not listed in the ABA study houses.

\*Cost Analysis of Correctional Standards: Halfway Houses Volume II  
Donald J. Thalheimer October 1975

TABLE V  
CHANNEL ENTERPRISES EXPENDITURES  
for the Year 1977

Item	\$ Amount	\$	Percent of Total
Salaries	59,387.45		46.0
Benefits	<u>12,751.48</u>		9.9
Total Personnel		72,138.93	55.9
Group Worker	3,600.00		2.8
Research and Evaluation	4,000.00		3.1
Accounting (2nd half)	<u>622.00</u>		.5
Total Consultants		8,222.00	6.4
Local Travel	2,388.29		1.8
Travel, Subsistence, Training	3,347.11		2.6
U. S. Marshall Travel	<u>148.80</u>		.2
Total Travel & Training		5,884.20	4.6
Rent	8,893.82		6.9
Property Upkeep Repair	<u>3,428.57</u>		2.6
Total Facility Cost		12,322.39	9.5
Office Supplies, Postage, Printing		1,371.49	1.1
Utilities		2,218.98	1.7
Telephone		1,834.96	1.4
Equipment Purchased		2,086.21	1.6
Equipment, Furniture Repair		221.69	.2
Food		12,449.46	9.6
Other Supplies		280.77	.2
Laundry, Clothing		409.82	.3
Medical, H&A Insurance (residents)		4,826.33	3.7
Field Services (Salvation Army)		4,199.17	3.2
Miscellaneous		<u>673.33</u>	.5
Total Expenditures		<u>\$129,139.73</u>	<u>100.0</u>

TABLE VI

COMPARISON OF CHANNEL ENTERPRISES WITH ABA STUDY SAMPLE AVERAGE  
FOR SELECTED EXPENDITURES ON A DAILY PER RESIDENT BASIS

Item	CHANNEL ENTERPRISES		ABA SAMPLE AVERAGE	
	Expenditure	Cost per Resident per Day (1977) Occupancy 76.5%	Cost per Resident at 100% occupancy	Cost per Resident at 100% Occupancy
1977 Expenditures	\$129,139.73	\$30.81	\$24.55	\$27.76
Personnel	72,138.93	17.21	13.18	20.14
Professional Fees and Contract Svcs.	8,222.00	1.96	1.50	.48
Travel & Transp.	5,884.20	1.40	1.07	.56
Rent	8,893.82	2.12	1.62	1.62
Food	12,449.46	2.97	2.97	2.64
Medical, Health & Accident Ins.	4,826.33	1.15	1.15	Not provided
Field Services (Salvation Army)	4,199.17	1.00	.80	Not provided

TABLE VII

Comparison of Channel Enterprises Operating Costs to Typical Halfway Houses  
 Providing Comprehensive In-House Services--Operation at Capacity

Item	Channel Enterprises		Thirty-House Sample-ABA Study 1975			
	1977 Expenditures	Percentage of Total	Average High	Percentage of Total	Average Low	Percentage of Total
PERSONNEL						
Salaries	59,387.45	44.2	131,961.00	59.6	98,176.00	68.5
Benefits	12,751.48	9.5	19,794.00	8.9	14,726.00	10.3
TOTAL PERSONNEL COSTS	72,138.93 *	53.7	151,755.00 **	68.5	112,902.00 **	78.8
NON-PERSONNEL						
Professional Fees and Contract Services	8,222.00	6.1	5,089.00	2.3	1,279.00	.9
Equipment	2,086.21	1.6	1,561.00	.7	702.00	.5
Travel & Transportation	5,884.20	4.4	5,105.00	2.3	2,380.00	1.7
Rent	8,893.82	6.6	15,476.00	7.0	5,922.00	4.1
Maintenance	3,650.26	2.7	3,098.00	1.4	1,642.00	1.1
Utilities	2,218.98	1.6	5,398.00	2.4	2,309.00	1.6
Communications	1,834.96	1.4	3,582.00	1.6	2,031.00	1.4
Supplies	1,652.26	1.2	5,146.00	2.3	1,217.00	.9
Food	16,267.71 <sup>1</sup>	12.1	22,664.00	10.3	12,076.00	8.4
Medical, H & A Ins. (Residents)	6,306.57 <sup>1</sup>	4.7				
Field Services (Salvation Army)	4,199.17	3.1				
Other	1,083.15	.8	2,590.00	1.2	879.00	.6
TOTAL NON-PERSONNEL COSTS	62,299.29	46.3	69,709.00	31.5	30,437.00	21.2
TOTAL OPERATING COSTS	134,438.22	100.0	221,464.00 <sup>2</sup>	100.0	143,339.00 <sup>2</sup>	100.0
Capacity	15		18		18	
Average Daily Cost per Client at Full Capacity	\$24.55		\$33.70		\$21.81	

\* Staff of five full-time

\*\* Staff of six full-time, three half time

<sup>1</sup> Channel Enterprise Food and Medical Expenditures Adjusted for full occupancy

<sup>2</sup> All expenditures adjusted to 1977 dollars.



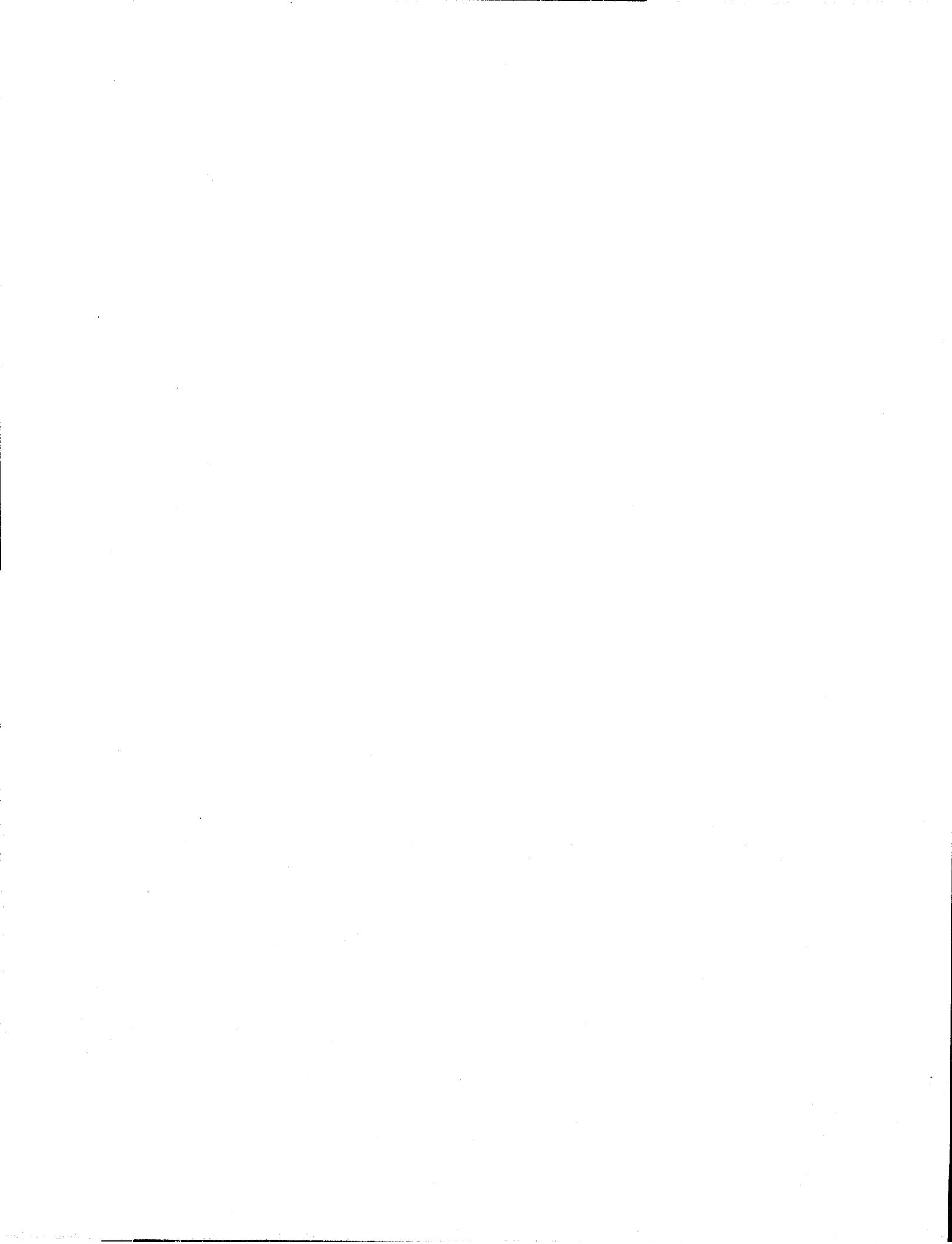


Table VI compares the total and selected expenditures for Channel Enterprises with the 30-facility sample of the ABA study on a daily per resident basis.

Table VII provides further comparisons of Channel Enterprise expenditures with the average high and average low of the ABA sample. All facilities were compared on a full-capacity operation. As noted earlier, personnel costs were lower than the comparison group average by 45% and when combined with consultants' cost were still 29% less than the 30-house average comparable costs on a per client basis.

In making cost comparisons between Channel Enterprise and the other facilities, it should be remembered that a wide variation of costs was found in the sample houses reflecting differences in services provided, regional cost variations, etc. The method of cost averaging in the ABA study eliminates the extremes and provides a fairly representative model. Three other considerations should be noted. Channel Enterprises is a new project and certain adjustments will be made in the expenditures with maturity. The halfway houses in the ABA sample, although from different areas of the nation, were primarily from urban areas, and finally, no measurement of the quantity or quality of various services is available.

Within this general framework, Channel Enterprises compares favorably with other halfway houses on which we have similar information.

#### Income Sources

The following unaudited figures indicate the amounts of revenue received in 1977 and the various sources:

TABLE VIII  
CHANNEL ENTERPRISES INCOME SOURCES FOR THE YEAR 1977

<u>Source</u>	<u>Amount Received</u>	<u>Percent of Total</u>
LEPC grants	\$40,088.00	29.0
CETA grants	65,027.00	47.4
Bureau of Prisons	18,767.36	13.6
Service Fees		
(Board & room)	6,291.00	4.5
United Way	5,750.00	4.2
Donations	1,824.37	1.3
Total	\$138,347.73	100.0

The major sources of revenue above, namely the LEPC and CETA grants, cannot be relied upon as being available on a continuing basis. LEPC policy requires an assumption of cost by the subgrantee and even though additional one-year grants may be made, the grant funds are reduced substantially each year with a maximum of three years of funding.

It would appear that the continuation of the project on a long-term basis will be dependent on the development of a stable source (or sources) of revenue.

## Administration of the Program

The Advisory Board. Designated as the "Channel Enterprises' Committee" and currently consisting of thirteen members, this board by its by-laws may have a maximum of fifteen members. Coordination with the sponsoring organization is provided by the requirement that three of the Committee members be elected from the Salvation Army Advisory Board. Other members must have the approval of the Salvation Army Representative.

The Channel Enterprises Committee could be classified as a "Working Board" in that it not only sets general policy but also reviews details of the operation of the house and through a Screening Committee is responsible for accepting clients into the program. The full board meets monthly. An Executive Committee of three also meets monthly between the full Committee meetings to "conduct the affairs of Channel Enterprises." The actions of this sub-committee are subject to ratification by the Committee at the next regular meeting.

An adequate set of by-laws are in existence and are included in the appendix section of this report.

Minutes relating to the Committee meetings during 1977 were examined. There were twelve meetings during the year, four of which lacked a quorum (one-half of the members). The functioning of this body as a "Working Board" is of considerable importance in providing additional program accountability. This is especially true at this early stage of program development. Establishing a quorum takes an added significance under these conditions and it is recommended that every effort be made in this regard.

The Advisory Board (Channel Enterprises Committee) is a duly constituted body operating under an established set of by-laws that provide for substantial involvement in the operational activities of the halfway house. The additional responsibilities associated with this body as a "Working Board" (as opposed to those required of a "policy board") require a consistent participation on the part of all its members in order to function properly. The organization of the Committee, the established by-Laws, and the philosophy of operation appear to be adequate and attuned to the accomplishment of the program objectives in a manner consistent with today's standards of practice.

General Accounting Procedures. The Project Director approves all expenditures within budgetary limitations and complies with the Committee's decisions concerning policy, budget, and major expenditures. Statements from creditors are received at the halfway house, checked for accuracy, coded for computer entry and submitted to the Salvation Army office for payment. The Salvation Army official reviews the proposed expenditures, signs the check for payment, and the expenditure is entered into the journal. The halfway house is then provided with a copy of the check voucher and from this document the computer input is prepared. A monthly computer print-out lists the income by source and expenditures by category, identifying the funding source. The computerization of these financial items began on July 1, 1977, and while creating some confusion during the transition, it appears that the monthly print-out will be a valuable management aid. The cost for this service at \$40.00 is reasonable considering the usefulness of the information provided.

The basic accounting system that has been in use is that of the Salvation Army. It provided adequate accountability but was cumbersome to use for management purposes. Primarily, it is a system of journals without individual ledger accounts. The present accounting methods appear to provide adequate control and, with the computer program, sufficient management information.

Subsidiary Accounting and Control Systems. (1) Food: The system of accounting for and controlling the purchase and use of food has undergone several modifications within the last year. Checking a sample of the purchase authorizations revealed a number of forms that were incomplete as to the required signatures during the year 1977. These were primarily in the first half of the year and none were noted after the last quarter. Four persons were authorized to sign the forms. Further improvements were implemented on April 1, 1978 by adopting new, more-detailed purchase authorization forms and a card system designed to provide a perpetual inventory and food use information. The number of authorizing signatures has been reduced to two. An adequate system of food purchase and control appears to be in place.

(2) Local Travel: Staff members required to use their personal automobiles on Channel Enterprise business are reimbursed at the rate of fifteen cents per mile. An appropriate form is provided for entering destination, purpose, and mileage. These forms are checked and authorized for payment by the Project Director. This system appears to be adequate, however a number of forms were noted during the year 1977 on which destination and purpose of trips were omitted. In addition to the desired accountability, this information is important from a management standpoint and should be required before reimbursement is authorized.

(3) Services Fees (Board and Room): The subsidiary system of accounting for this source of income consists of sheets listing house residents with bar charts indicating dates of residency and of employment for each resident. A receipt is issued to the individual for each payment. This system appears to be adequate in recording the basic information, however, as a minimum, monthly summaries should be prepared for management that indicates the individuals who have paid, amounts, time periods, etc., as well as those who have not paid.

The Project Manager advises that the policy requiring the residents to pay a fee of \$25.00 per week after having been employed a full week is being changed so that the payment will be voluntary on the part of the resident. The amounts received will be considered contributions. The current practice is that no statements are rendered, and no attempts are made to follow up on amounts not paid.

The policy as originally constructed requiring the residents to contribute partially to their own support while employed seems to have merit from the treatment perspective in that supporting oneself is another responsibility that has to be assumed in the transition. Treatment philosophy aside, the relaxation of

this policy to make the payments voluntary has the appearance of inconsistency in the enforcement of house policies and rules and would allow inequitable treatment of residents in this respect. It should also be noted that the contract with the U. S. Bureau of Prisons provides for the payment of \$28.00 per man/day for federal prisoners with up to \$5.00 to be collected from the resident when he is gainfully employed. A voluntary payment policy is not consistent with the above contract.

It is recommended that the original policy of requiring residents to pay for services rendered be consistently applied.

(4) Food Stamp Program: The resources required to administer this program appear to outweigh the benefits at this time. Residents to be eligible for food stamps must be participating in a drug or alcohol rehabilitation program and be unemployed. Employment is emphasized at the halfway house so that those initially eligible for food stamps soon become ineligible because of their employment status.

During the year 1977 and including December of 1976, ten residents received food stamps and turned them over to the halfway house. The total value of these stamps was \$433.00 with a cost of \$57.00 which was paid by Channel Enterprises. There have been no expenditures from this food stamp account to date. These funds are in a separate bank account in the name of Channel Enterprises.

It is recommended that the funds be transferred to the regular account with the Salvation Army and utilized for food purchases. Future receipts in the food stamp account should be transferred without delay and utilized for food purchases.

The Employment Program. The primary responsibility of the Vocational Counselor, a full-time employee, is to provide job placement assistance to the residents of Channel Enterprises. Please refer to the Vocational Counselor Job Description in the appendix section for more detailed information.

Individual resident files containing employment-related information are being maintained in a very satisfactory manner. Also, employer lists and activity logs are maintained satisfactorily. The following information is quoted from the recent application for grant funds and refers to the period ending December 31, 1977:

"Jobs and training is one of the most critical factors in building life in the community which is self-supportive and free of further criminal involvement. Vocation is important for two primary reasons: (1) obtaining monies to maintain self-support in the community, and (2) provide a director, or goal around which one's behaviors, attitudes and energy is centered. In short, one's job can provide a sense of identity and be the foundation for further growth.

"Most of the men who enter the house present work histories composed mainly of unskilled and semi-skilled occupations. They also present transient job history and have rarely held a job for longer than six months. The vocational problem presented in the house, then, is threefold: (1) preparing a person for a vocational occupation which is or will lead to a vocational direction in life; (2) upgrading present skills or training a person in a new occupation; and (3) diminishing employers stereotypes and prejudices behind hiring a person with a felony conviction.

"These problems are approached in the following ways: (1) intensive daily workshops designed to develop strategies to find employment, develop employment interview techniques, and develop employment retention skills; (2) engage in active job development for program residents. This approach has resulted in the following data:

"Average length of time to find full time employment:	12.5 days
Percent of time engaged in full time employment while in residence:	40%
Average number of jobs held by each resident:	2.5
Number of jobs held:	96
Jobs quit to take better job:	37
Jobs quit which did not result in a better employment status:	20
Jobs lost by firing:	14
Average wage:	\$ 3.40/hr.
Range of wages:	\$2.30/hr. to \$ 8.95/hr."

As of the date of this report, 14 of the 15 residents were gainfully employed. The unemployed resident was undergoing medical treatment.

Consultant Contracts. Group counseling, evaluation, and a portion of the accounting services are provided by consultants on contract.

The consultant providing group counseling conducts meetings each Monday and Thursday from 7:00 p.m. to 9:00 p.m., attends staff meetings at least semi-monthly, and participates in the formulation of counseling plans for individual residents. The contract is very brief and stated in general terms. No provision is made for cancellation but an expiration date of June 30, 1978 is included. No problems with the agreement were noted by the Project Director or the Consultant, but it is recommended that future contracts contain more specific language as to the services to be performed and cancellation provisions should be included. In terms of quantity and quality of services provided, this portion of the overall program appears to be very satisfactory. The cost is reasonable.

Program effectiveness evaluation is performed by a local firm on contract. The contract is deficient in several respects. The language used is not specific enough to adequately describe the services to be provided. Item Number 3, "To aid the Agency Director in finding viable sources of funding" and Item Number 5, "Aid the Director in preparing funding proposals" are considered to be duties outside of the required evaluation. Under the

existing circumstances, the costs associated with these activities are specifically prohibited by federal guidelines. The cancellation provision of a twenty-four-hour notice by either party is not in keeping with the importance of the evaluation function to the program; the product and time of delivery is not considered, and settlement provisions are not considered. It is recommended that this contract be rewritten and submitted to the Law Enforcement Planning Commission for review.

A local accounting firm has been engaged by contract to provide a portion of the accounting services. This contract is deficient in that it does not specifically describe the services to be performed, the term of the agreement is not indicated, and the twenty-four-hour cancellation provision is inappropriate.

Operationally, the contracts have not resulted in any problems thus far. However, the potential for misunderstandings exist in the areas mentioned, and the contracts do not meet federal procurement standards. It is recommended that the grantee request technical assistance from the Law Enforcement Planning Commission in preparing new contracts.



### III. PROJECT EFFECTIVENESS

#### Evaluation of Outcomes

The following measurement of outcomes is based upon follow-up data on community adjustment at twelve months following release on parole from the Idaho State Correctional Institution. While Channel Enterprises accepts referrals from a variety of sources, this evaluation of outcome study concentrates on persons released from the Idaho State Correctional Institution. This decision was reached in recognition of the problems inherent in finding matched comparison groups and conducting a twelve month follow-up study for persons referred to Channel Enterprises from sources other than ISCI. The advantages of using the state group for evaluation of outcomes was (1) the availability of records with the Department of Corrections; (2) the cooperation of the State Probation and Parole offices in tracking down experimental and control group members after twelve months of release from prison, and (3) the help of Probation and Parole officers in collecting the information needed to complete the twelve-month follow-up.

As this study requires a one year follow-up, this report of evaluation of outcome data for Channel Enterprises is the first of its kind. From this point forward, the experimental and control pool will increase by approximately twelve persons per pool for each three-month period. By the end of 1978, the experimental and control pools will be comprised of approximately sixty members each. As the scales used in this evaluation have a validity based on actuarial data, the conclusions drawn will receive greater strength as the "N" of the experimental and control groups increase.

The California Base Expectancy Scale was constructed from a population of prisoners incarcerated in California prisons. The Federal Salient Factor Scale was constructed from a population of prisoners incarcerated in the U. S. Bureau of Prisons. Based on this data, the mean scores for the experimental and control groups indicate they had a 35% to 40% chance of remaining in the community free of any actions which would lead to their further incarceration. The population of prisoners in this study (both experimental and control) demonstrated a significantly higher ability to remain in the community free of further incarceration than what would be predicted from their scores on the probability tables. This may indicate that (1) the scales do not tap the recidivism potential of Idaho inmates, or (2) the scales do tap the recidivism potential; however, the characteristics of Idaho prisoners enables them to enjoy a greater probability of parole success than prisoners from California or the Federal system who have scores the same predictive indicator. As this effect was spread equally over both the control and experimental groups, it is not significant for the purposes of this evaluation. I believe this effect will be further substantiated as the pool of experimental and control groups increase.

As of December 31, 1977, ten men who had been referred to the Channel Enterprises program by the Idaho State Parole Commission met the post release time period of twelve months. The community adjustment of these men has been compared with that of ten men whom the Parole Commission has paroled at approximately the same time and had been permitted to go directly into the community

without the transition experience provided by the Channel Enterprises program. It was impossible to locate one of the latter group and consequently the comparison sample had to be reduced to eighteen men, i.e., nine in each of the two groups.

1. Comparison Data

a. Selection Data

All of the men who were referred to the Channel Enterprises program are scored, from their pre-sentence investigation reports, on the basic Expectancy Scale and the Salient Factor Scale. The nine men who constitute the Channel Enterprises sample in this outcome analysis (experimental group) were matched on these two parole prediction scales with nine men who were released directly to the community (control group). See Appendix A for descriptions of these two instruments for predicting parole outcomes. These matched scores are depicted in Chart 1.

CHART 1  
BASE EXPECTANCY & SALIENT FACTOR SCORES  
OF THE EXPERIMENTAL & CONTROL GROUPS

Matched pairs	Experimental Group		Control Group	
	Base Expectancy	Salient Factor	Base Expectancy	Salient Factor
1	0	1	0	2
2	Matched parolee in control group was not located			
3	8	4	8	3
4	16	9	15	7
5	13	7	13	6
6	31	10	31	11
7	13	8	13	8
8	11	5	11	5
9	12	6	12	7
10	13	3	13	4
Total	117	53	116	53
Average	13	5.9	12.9	5.9

Correlations for matched pairs:  
Basic Expectancy = 1.0  
Salient Factor = .92

The final selection of parolees referred to Channel Enterprises was made by the Parole Commission. The Commission's criteria for referral were independent of the scale scores depicted on Chart 1, and emphasized the adequacy or inadequacy (acceptability or inacceptability) of the parolee's parole plan at the time he presented himself before the Parole Commission. See Evaluation Appendix, letter from Ralph Marshall, Ph. D., Executive Secretary, Idaho State Parole Commission. A summary of the application of these criteria in selecting men for referral to Channel Enterprises is presented in Table 1.

The data presented in Chart 1 and the information in Table 1 indicate that even though the two groups' scores on the two comparison scales are highly correlated, there were several major differences between the two groups at the time that they were released from incarceration. These major differences guided the Parole Commission's decisions. More specifically, the men referred to the Channel Enterprises program were judged by the Commission as significantly higher parole risks than were the control group of men who were paroled directly to the community. They presented unacceptable parole plans, e.g., no job or prospects of a job upon arrival in the community; lack of family support; previous probation or parole failure; vagueness about plans or goals; or as in the case of two men, deteriorating in the institution and yet unprepared for return to community life. Thus, each man referred to Channel Enterprises was seen by the Commission as handicapped by specific deficiencies in his preparation for parole and in need of the treatment program provided by Channel Enterprises before being released directly to the community.

The factors taken into account by the Parole Commission in referring the nine men to Channel Enterprises and paroling the other nine men directly to the community indicate that the two groups in this evaluation sample are comparison groups rather than experimentally matched groups.\* The reasonable deduction is that the Parole Commission referred the nine men to Channel Enterprises as a means for equating their parole readiness with that of the control group. Thus, the test of Channel Enterprises' program is the degree to which it closed the gap in predictive outcomes for the experimental group. Were the two groups experimentally matched, the test would be the extent, if any, to which the experimental group excelled the control group in measures of community adjustment.

\*This factor is common to program evaluation efforts. The normal sampling procedures in experimental design including stratification and randomizing seldom, if ever, "fit" an evaluation design for an ongoing treatment program in corrections. (reference: Walter C. Bailey and Francine Berkowitz, in Evaluative Research in Corrections - A Practical Guide, LEAA, 1975. The evaluation design of the Channel Enterprises project is more properly described as "quasi-experimental" (Donald T. Campbell and Julian C. Stanley, 1966) because of its non-equivalent control group design as described in Chapter 10, LEAA publication cited above.

TABLE 1  
 CRITERIA UTILIZED BY THE COMMISSION FOR  
 PARDONS AND PAROLE RELATING TO THE EXPERIMENTAL AND  
 CONTROL GROUP INDIVIDUALS

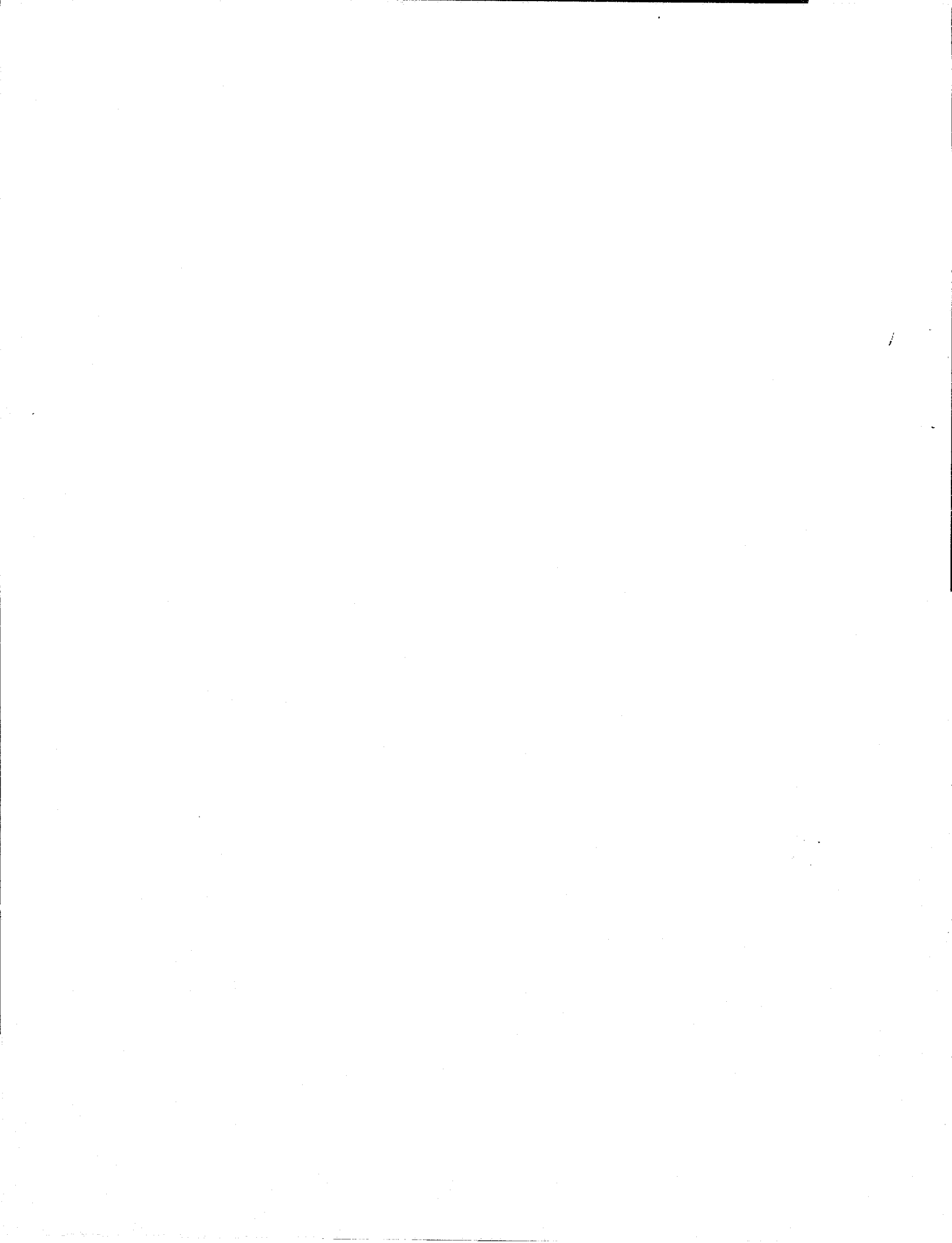
Pairs	Referred to Channel Enterprises	Paroled direct to the community
1.	a. Severe alcohol problem as indicated by alcohol related offenses b. Absence of vocational plans	a. Plan to BSU b. Living with girlfriend c. Fiscally sound
2.	Withdrawn from evaluation	
3.	a. Numerous alcohol related offenses b. No acceptable parole plan c. Acceptance by CE as most hopeful thing which could happen to him	a. Parole plan b. Financial support c. Living on campus d. Acceptance to BSU
4.	a. Need to continue progress that he has been making b. CE as best place to continue progress c. No vocational plan	a. Attend BSU b. Live on campus
5.	a. Needs structured environment b. Needs job placement c. Parole plan contingent on acceptance to CE	a. Adequate parole plan, unsupervised parole to Washington b. Family help in living and job
6.	a. No other acceptable parole plan than Channel Enterprises (self-referral)	a. Job b. Pay restitution c. Live with wife
7.	a. Parole plans too vague b. No acceptance parole plan other than CE	a. Noted marked change in attitude, responsibility, and work habits, given parole contingent on finding job and address
8.	a. Self-referral b. Deteriorating in prison c. Fearful of living in free world	a. Well developed plan b. Uncle a County Sheriff c. Uncle providing room, board and employment
9.	a. No parole plan b. Deteriorating in prison c. Fearful of living in free world	a. Family support b. Uncle a County Sheriff c. Uncle providing room, board and employment
10.	a. Self-referral: no specific plans for future, vague and uncertain goals	a. Unsupervised plan for medical reasons, very ill b. Family to give supervision

Chart 2  
RELATIVE ADJUSTMENT  
and  
CRIMINAL BEHAVIOR SEVERITY INDEX

	Pair 1		3		4		5		6		7		8		9		10		Totals	
	E	C	E	C	E	C	E	C	E	C	E	C	E	C	E	C	E	C	E	C
1	0	1	0	0	1	1	0	1	1	1	1	1	0	0	0	1	1	0	4	6
2	0	0	0	0	1	1	0	0	1	1	1	1	0	0	0	0	0	0	3	3
3	0	1	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	1	1
4	0	0	0	0	1	0	0	0	1	1	1	1	0	0	0	1	1	0	4	3
5	1	1	0	1	1	1	0	0	1	1	1	0	0	0	0	0	1	1	5	5
6	1	0	0	1	0	0	0	0	1	1	0	0	0	0	0	1	0	1	2	4
7	0	0	0	0	1	1	0	0	1	1	1	1	0	0	0	0	0	0	3	3
8	1	1	1	0	1	0	1	0	1	0	1	0	1	1	1	1	1	0	9	3
9	0	1	0	1	1	0	1	0	1	1	1	1	1	0	1	1	1	0	7	5
10	0	1	0	1	1	1	0	1	1	1	1	1	0	0	0	1	1	0	4	7
Total	3	6	1	4	8	5	2	2	10	8	8	6	2	1	2	6	6	2	42	40
*Minus	-7		-7		-4		-.5				-4			-8			-3		-18.5	15
Total	-4	6	-6	4	8	1	1.5	2	10	8	4	6	2	-7	2	6	6	-1	23.5	25

\* Minus scores represent pending convictions, new convictions, or parole violations.

Data analysis, consisting of the "test of the significance of the difference between two means", i. e., the T test indicates that the differences are not statistically significant.



## 2. Outcome Data

The twelve month follow-up measures of community adjustment were based upon two sources of information, the Positive Adjustment Scale and the Criminal Behavior Severity Index (see Appendix for description) of the Relative Adjustment Scale.

Arrangements were made with Ralph Marshall, Executive Secretary of the Parole Commission, to ask the parole officers who supervised each of the eighteen parolees in the sample to report each parolee's community adjustment on the thirteen items comprising the Positive Adjustment Scale and the Criminal Behavior Severity Index. A letter was sent to each of the parole officers with the names of the parolees to be rated. All of the ratings were returned complete except for the one man in the control group who could not be located.

The essential information necessary for determining the Criminal Severity Index on those men in the sample who had committed some offense was included at the end of the Relative Adjustment Scale, as items 11, 12 and 13.

The scores for all of the eighteen men are presented on Chart 2 on the following page.

The minus scores which were deducted from the scores on the ten items of the Scale represent parole officers' reports of pending convictions, convictions, or parole violations. The Criminal Severity of each of these violations was analyzed by David LeRoy, Prosecuting Attorney, Ada County, and severity was rated on a scale of -0.5 (technical violation) to -11 (aggravated murder). The following reported violations and Mr. LeRoy's scores are:

TABLE 2  
CRIMINAL SEVERITY OF OFFENSES  
COMMITTED BY THE EXPERIMENTAL AND CONTROL GROUPS

<u>Experimental Group</u>		<u>Control Group</u>		
1 parolee:	3rd Degree burglary	-7	1 parolee: Embezzlement charges	-7
1 parolee:	Insufficient funds	-6	Absconded	-1
	Absconding	-1	1 parolee: Petit larceny	-4
1 parolee:	DWI	-4	1 parolee: Reckless driving	<u>-3</u>
1 parolee:	Negative discharge, Channel Enterprises	<u>-.5</u>		
	Totals	18.5		-15

## II. Summary of Statistical Analysis

Chart 1 indicates that on the basis of the parolee's pre-sentence investigations, the prediction of parole success was equivalent for both groups (i.e., correlations of 1. and .92). Table 1 indicates, however, that the group referred to Channel Enterprises had not, during their incarceration experience, gained sufficient clarification of goals and plans to satisfy

the Parole Commission's criteria for an acceptable parole plan. Thus, they entered parole, via the Channel Enterprises program, with personal handicaps which were not present among the control group.

Chart 2 shows that by the end of the twelve month parole period those parole handicapped men, by spending the first three months participating in the Channel Enterprises program, had closed the initial gap between themselves and the control group. In short, they started in the Channel Enterprises experience with personal, social and occupational handicaps, resolved the handicap, and then matched the level of community adjustment achieved by the control group. This, in terms of program evaluation criteria, represents a valid measure of success for the Channel Enterprises program. Channel Enterprises meets its goals: it achieves the primary purpose for which it was organized: it has, for those ten men in this initial evaluation, enabled them to succeed in parole as well as the men who entered parole with "an acceptable parole plan."

There are many unresolved questions, however, which are presented by this data, questions which are unresolved, to date, in the science of program evaluation in corrections. Among these questions are:

- a. The applicability in Idaho populations of predictive instruments developed in other populations and cultural areas, e.g., the Basic Expectancy Scale (California) and the Salient Factor Scale (Federal Bureau of Prisons).
- b. The reliability of outcome ratings of Acceptable Behavior in the Community (Relative Adjustment Scale).

The first question can be partially resolved when we have a greater number of twelve month follow-up cases. The present sample of eighteen is not a sufficient number with which to tailor these scales to the Idaho population of offenders.

The second question is more difficult to resolve because of parole officers' differential response to the same group of questions. This could be partially solved by including more comprehensive guidelines in the appropriate manner of answering the presented questions. They, of necessity, had to depend partially upon parolees' self reports in rating acceptable behaviors during the twelve month parole period. More valid reports require outside verification, e.g., statements by family members or employers; records of employment, wages, or attendance in self-improvement programs, etc. Self reports are seen in all evaluation studies, whether in corrections, mental health, or education, as having less reliability and validity than verifying statements by persons who have observed the individual in family, work or community activities. This verification was beyond the resources of this study.

However, since this limitation applies to both groups, the effects are distributed more or less equally. There is one exception, however, which



must be taken into account. This is the fact that parolees in the Channel Enterprises are under immediate observation continuously, and the Parole Commission usually stipulates that failure to complete the Channel Enterprises program is a direct violation of their parole agreement. Because of this continuous supervision and the Parole Commission's stipulation, the parolee in Channel Enterprises is much more likely to be observed in acts which could lead to a parole violation and, if this occurs, are more likely to be parole violated for the first three months after release from prison than in the control group.

#### IV. DEFICIENCIES AND RECOMMENDATIONS

The organizational framework and the operational systems of the Channel Enterprises halfway house are, in general, adequate in design to provide the intended services at a high level of quality. The overall program incorporates methods of selection, treatment, and support services that represent generally accepted standards in the corrections field.

Deficiencies were in the documentation of activities, the organization and availability of certain types of information, technical aspects of consultant contracts, and some sub-control systems such as food and travel. These deficiencies are correctable with the active participation of the Advisory Board, the staff, and the principal funding agencies.

The inclusion of some of the topics in this section does not necessarily imply that they represent serious deficiencies. Some of these appear to be potential problem areas. The re-examination and discussion of these should lead to increased efficiency in administering the program.

##### Item 1. Documentation in general

In reviewing the various program activities of the halfway house, a substantial amount of the documentation was not readily available, was incomplete in some instances, and not compiled in other cases. In most cases, there was evidence that the activities had been performed but appropriate schedules, summaries or other supporting documents, were not available. Examples included certain client employment data, consultants' activities, Advisory Board Minutes, and board and room records. An extension or revision of the record-keeping associated with the various activities to provide the desired summaries or other material, an improved filing system, the implementation of certain specific procedures relating to responsibilities and information flow, would alleviate much of this deficiency.

Recommendation. Staff should make a detailed review of the record-keeping associated with each activity and subsidiary accounting system and implement steps that will insure adequate documentation that is readily available.

##### Item 2. Consultant Contracts

The deficiencies in these contracts have to do with form and content of the documents. The language used to describe the services to be provided is very general in each one. A greater degree of specificity is required to clearly identify the services to be provided and allow contract performance to be properly evaluated. Settlement provisions in case of contract cancellations were not provided for. The twenty-four hour cancellation provision on two of the contracts is considered inappropriate since it does not consider the time of delivery or nature of the services. One contract did not have term of the contract established.

The description of duties in the evaluation contract included items relating to aiding in finding sources of funding and aiding in preparing funding proposals. These activities are outside those required to provide the effectiveness evaluation. The costs associated with these activities are specifically prohibited under federal procurement guidelines.

Recommendation. These contracts should be rewritten to conform to acceptable federal standards.

### Item 3. Priority of Admissions Policy.

The halfway house was organized to provide services for inmates eligible for parole from the Idaho State Correctional Institution. This statement of purpose is included in the program goals of LEPC Grant Number S-75-136 April 1, 1976 through December 13, 1976. The Eligibility Requirements state that the applicant must be an inmate of the Idaho Department of Corrections eligible for release. Residents are now being referred from the federal system, some being probationers, and from the Idaho Department of Probation and Parole, some directly from the courts and some on probation following confinement at Cottonwood.

To date those admitted to the program as parolees from the Idaho State Penitentiary constitute 62% of the total. The mixing of different categories of offenders with differing needs tends to force a dilution of program focus and intensity and consequently reduce overall effectiveness. The program was designed to assist offenders who had been incarcerated to adjust to a free life. Program efforts should be concentrated on this concept.

Recommendation. Channel Enterprises should adopt a firm policy giving incarcerated offenders priority in admittance to the program. Every effort should be made to maintain the integrity of the original program design.

### Item 4. Program Expansion

The tendency of the halfway house to respond to the many needs in the correctional field such as facilities for women, alternatives to incarceration; and out-patient services, is commendable from a humanitarian point of view and also could be considered an appropriate action at the proper time. The halfway house is a relatively new project and still unproven in many aspects. Community acceptance, stable funding sources, and program effectiveness are areas yet to be resolved before the program will have reached a state of maturity where expansion into areas of need would not dilute the available resources and jeopardize the original program.

Recommendation. Channel Enterprises should resist the expansion of the present program in to other areas until a reasonably stable and successful operation has been established. Regarding expansion of the halfway house itself, economy of scale studies indicate that the Channel Enterprises halfway house could operate with up to 20 residents without encountering substantial extra costs. It is recommended that this figure be used as a guideline in limiting facility expansion until sufficient resources and a documented need justify further expansion.

Item 5. Food Control System

Some of the methods previously used in food purchases and food storage lacked adequate control. Control of storage has been rectified. On April 1, improvements to the methods used in purchasing and accounting for food inventory were implemented. Only two persons are authorized to purchase. Record keeping is designed to provide a perpetual inventory.

Recommendation. The system should be reviewed at the end of April. This system, with any modifications necessary, should be reduced to writing and adopted as official procedure.

Item 6. Policy and Procedures Manual.

Officially adopted policies and written procedures are not readily available for guidance in the conduct of Channel Enterprise business.

Recommendation. A manual should be compiled containing official board policies, established procedures, and other pertinent information relating to house operation.

Item 7. Fees for Services (Board and Room)

The information regarding amounts due and payments received is not readily retrievable. Payment is not required on a consistent basis. The proposed change to make payments voluntary would result in inequitable treatment of residents.

Recommendation. It is recommended that the original policy of requiring all residents to pay for services rendered be consistently applied.

Item 8. Evaluation Effectiveness Criteria.

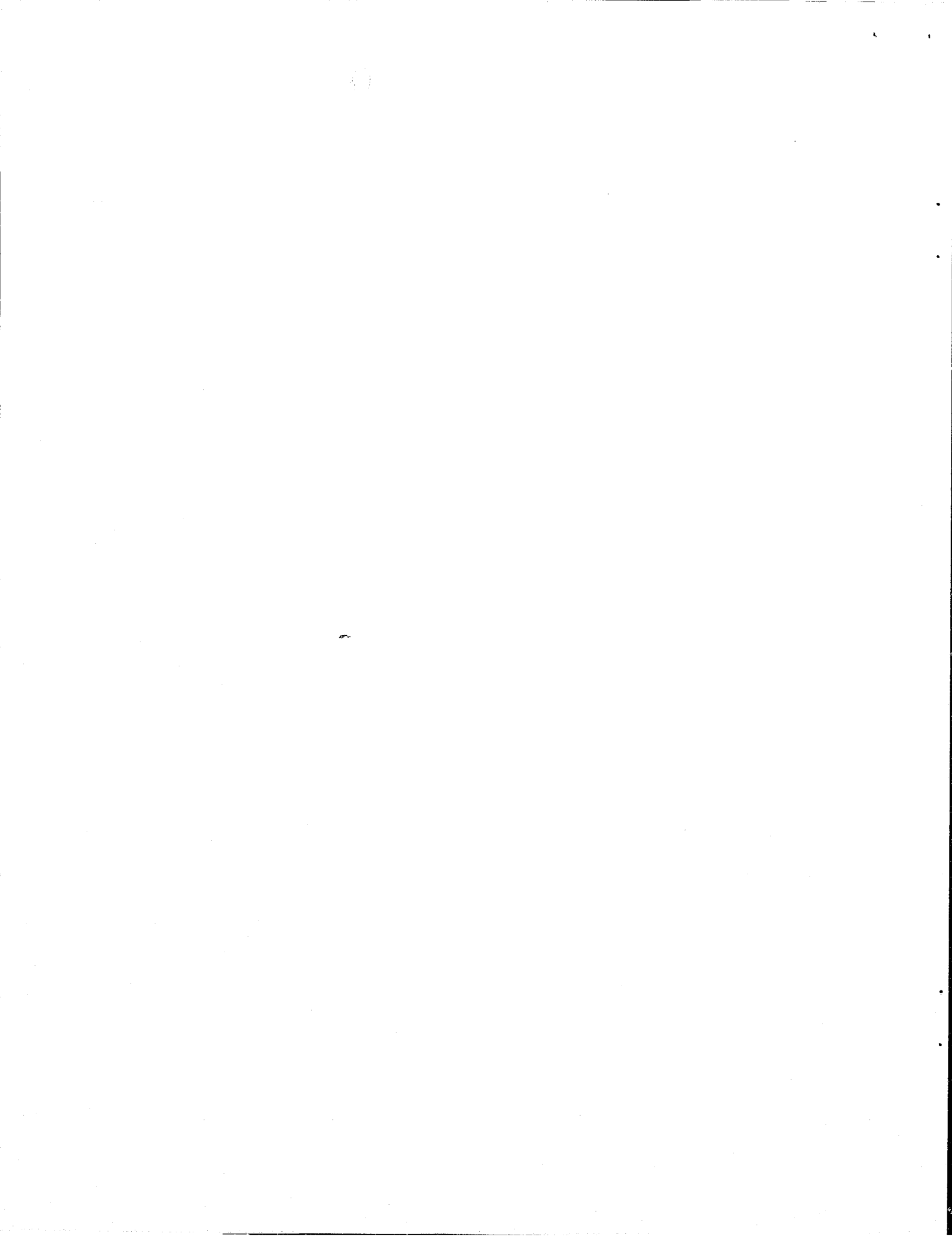
The experimental and control groups utilized in the evaluation of outcomes, although matched on a set of established criteria, appeared to have an unaccounted-for difference as evidenced by the letter of January 26, 1978, from the Executive Secretary of the Commission on Pardons and Parole. In this letter, he stated that five of the ten men in the experimental group would not have been granted parole to anything other than Channel Enterprises or a similar type of program. This factor appears to affect the comparability of the groups and as a consequence, the measure of effectiveness of the halfway house program.

Recommendation. A careful review of the matching criteria should be made by the evaluation consultant, the representative of the Parole Board, and LEPC. Technical assistance is also available through LEPC if requested.

Item 9. Advisory Board Involvement.

The Channel Enterprises Advisory Board operates as a "working board," involving itself to a greater extent in overseeing the actual operation of the program than would a "policy board." This stance is considered appropriate and enhances project accountability. Some difficulty in the execution of this general policy has been encountered due to "no-quorum" meetings. At one-third (4) of the meetings in 1977 a quorum was not established. A systematic format for project operation review has not been established.

Recommendation. (1) The Board should initiate additional steps to insure better attendance at Board meetings. (2) Consideration should be given to a smaller number of members. (3) An "Operational Review" format should be drawn up and periodic comprehensive reviews performed by the Board.



PROJECT DIRECTOR

As chief executive officer of Channel Enterprises the project director has the following duties:

- A. Serve as an ex-officio member of the Board of Directors and its committees.
  - 1. Report directly to the Board of Directors and assist them in fund raising, public relations, and other duties as assigned.
    - 1a. Fund-raising - seek funds from public and private agencies. Prepare grant applications for local, county, state and federal funding and private foundations. Also carry out fund-raising activities to secure funds from the private sector.
    - 2a. Public relations - participate in community activities as appropriate including speaking engagements, radio and television appearances and civic organizations. Keep the community aware of the interim center and encourage visitors. Recruit and recommend individuals to the chairman of the Board, that are eligible for membership on the Citizens Advisory Council.
- B. Implement decisions of the Board of Directors concerning policy, budgets and major expenditures.
  - 1. Prepare annual budgets.
  - 2. Report expenditures and major needs to the Board of Directors.
  - 3. Implement overall program.
  - 4. Keep Board of Directors informed of general agency operation.
- C. Administrate all programs of Channel Enterprises both funded and voluntary.
  - 1. Interpret and implement fiscal, management and other guidelines as imposed by funding agencies.
  - 2. Develop and execute administrative procedures for efficient internal operations.
  - 3. Approve - all expenditures and disbursements including checks, purchase orders, time sheets, etc.
  - 4. Develop and maintain co-operative agreement, relationships and liason with other agencies on local, county, state and federal levels.

- D. Recruit, hire and supervise all agency staff, both paid and voluntary.
- E. Develop, coordinate and implement the treatment program of Channel Enterprises.
  - 1. Personally supervise the in-house program insuring that participants are adequately receiving the services offered.
  - 2. Maintain adequate social case-records on individual participants. This shall include, but not be limited to, a psycho-social history and ongoing case record.
  - 3. Maintain other records necessary for the proper functioning of the house.
  - 4. Chair the Screening Committee and approve applicants for residency as well as removing clients from the program who are found to be unable or unwilling to meet the demands of the program.
  - 5. Extend personal casework services including individual counseling, marriage counseling, crisis counseling and follow-up interviews.
- F. Develop and implement an effective tool for statistical evaluation of the project as it meets Channel Enterprises prescribed goals.



CHANNEL ENTERPRISES

RESIDENT MANAGER

SALARY RANGE: \$9,500 - \$11,270.33

3.5% salary increase every six months for the first 1½ years, 7% salary increase after the next year to maximum.

DUTIES:

- A. Supervise residents and manager the house during assigned duty hours.
  1. Provide crisis counseling for any resident in need of such help.
  2. Refer residents to appropriate services on an emergency basis (i.e., hospital, Mental Health Unit, etc.)
  3. Maintain a counseling caseload and be directly responsible for service provision and follow-up of persons on caseload.
  4. See that residents are awake in time for work, or by the regular house wake-up time.
  5. Maintain adequate records of resident activity.
    - a. Sign out - Sign in Log.
    - b. Record pertinent incidents in client's case-record.
    - c. Note curfew violations and notify Director of absences two hours after curfew has passed.
  6. Maintain order within the house as well as enforcing the house rules.
  7. Supervise residents' work assignments.
    - a. Organizing and assigning ordinary work assignments as well as periodic thorough house cleaning assignments to individual residents.
    - b. Utilize residents whose job placements have not been completed for extra work assignments.
  8. See that items in use such as cleaning supplies, paper products, light bulbs, etc., are kept in current supply.
  9. See that food on the house menu is available for resident cooks.
  10. Work cooperatively with the residents to see that food supplies are kept current and within budgetary limitations.
  11. Answer telephones and receive visitors.
- B. Perform other tasks as assigned by the Project Director.

This position requires the Resident Manager to live in the Interim Center for the hours assigned duty. There must be staff coverage of the house at all times. To accomplish this, two Resident Managers will be hired, alternating shifts between them.

CHANNEL ENTERPRISES

SECRETARY/COUNSELOR AIDE

SALARY RANGE: \$8500 - \$9741.39

3.5% salary increase every six months for the first year, 7% salary increase at the end of the following year.

DUTIES:

- A. Act as personal secretary to the Project Director and staff, performing all required secretarial functions.
- B. Perform on an assigned basis secretarial tasks that may be requested by residents of Channel Enterprises such as typing job resumes, job applications, letters of introduction to employers, etc.
- C. Answer and channel incoming business calls to proper individuals.
- D. Prepare and distribute various forms for Channel Enterprises.
- E. Enroll eligible house residents in Food Stamp Program and maintain Food Stamp bank account.
- F. Maintain office supplies inventory.
- G. Refer residents to appropriate community resources (medical, legal, financial, etc.).
- H. Assist in group counseling sessions.
- I. Assist residents in implementing counseling plans.
- J. Assist in maintaining individual case files.
- K. Assist with crisis counseling of individuals.
- L. Perform other duties as may be required by the Project Director.

CHANNEL ENTERPRISES

VOCATIONAL COUNSELOR

Reporting directly to the Project Director, the Vocational Counselor has the following duties:

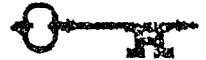
- A. Develop job placement resources in the community.
  1. Utilize resources of other employment placement agencies in the community.
  2. Develop Independent job placement resources.
  3. Maintain complete file of all job placement resources used.
  4. Maintain frequent contact with employers, trade unions, etc., to develop favorable attitudes toward and stimulate interest in hiring the ex-offender.
- B. Provide job placement assistance to all clients of Channel Enterprises.
  1. Assist client to determine field of interest for job placement, which includes studying case materials of client seeking employment and determining job interest, degrees of skill, etc.
  2. Provide individual and group counseling to assess job aspirations and occupational potential. To foster positive work attitudes for those clients unemployed, underemployed or experiencing job dissatisfaction where employed.
  3. Refer clients to specific job placement opportunities.
  4. Maintain adequate records of individual job placement activities.
  5. Maintain frequent contact with employer to assess client's job progress and performance.
- C. Develop vocational training opportunities in the community.
  1. Develop and maintain current knowledge of available training programs.
  2. Utilize resources of vocational training agencies.
  3. Provide specific vocational training placements to clients.
- D. Develop educational opportunities in the community.
  1. Develop and maintain current knowledge of all available educational programs.
  2. Assist clients to determine interest in educational opportunities.
  3. Provide specific educational placements for clients.



THE SALVATION ARMY — CHANNEL ENTERPRISES

P. O. BOX 9206 BOISE, IDAHO 83701  
(208) 342 8531

Serving Boise Since 1887



MAJOR JIM SULLIVAN  
Commanding Officer

October 1, 1977

GARY RASMUSSEN  
Project Director

Mr. Carl R. Swenson  
Certified Public Accountant  
4090 W. State Street  
Boise, ID 83703

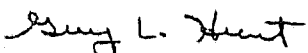
Dear Carl:

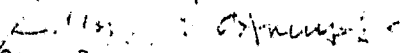
This letter is to confirm our consultation agreement. You have agreed to provide Channel Enterprises with the following services:


1. Create an adequate grant accounting system and instruct personnel on its use;
2. Monitor the products of the accounting system;
3. Consult with the director, monthly, concerning agency financial standing;
4. Prepare fiscal statements which may be required by funding agencies and tax forms required by State and Federal governments; and
5. Assist the director in any matter which pertains to the fiscal structure of the agency.

In return, Channel Enterprises agrees to pay you on an hourly rate of \$16.00 per hour, which is not to exceed a total of \$125.00 per month. This contract can be broken on 24 hours notice by either party.

Sincerely,

  
Guy Hunt, Chairman  
Channel Enterprises Advisory Board

  
Gary Rasmussen  
Project Director

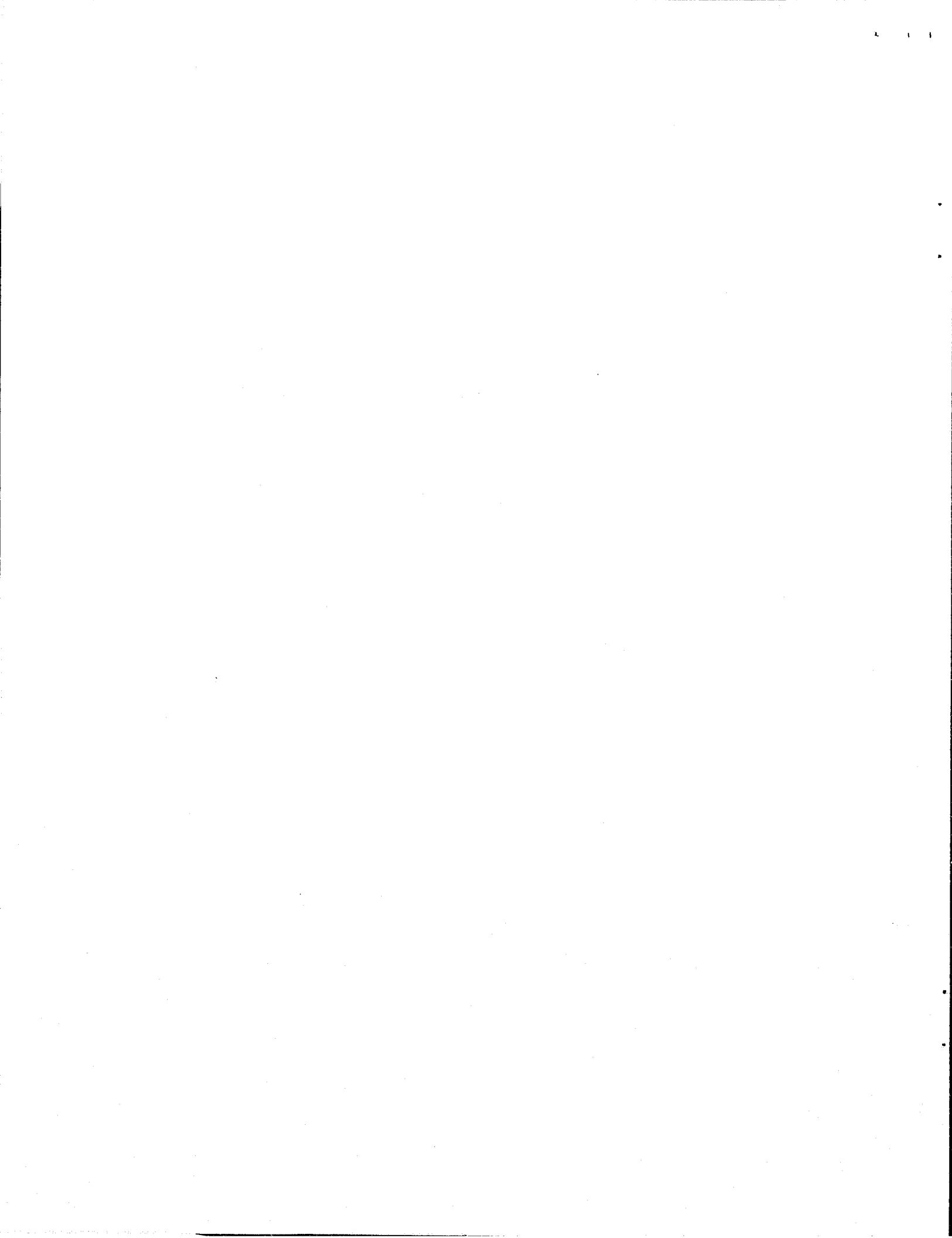
  
Carl R. Swenson, CPA

Oct 1, 1977  
Date

\*\*\*\*\*  
\*\*  
\*\* CHANNEL ENTERPRISES \*\*  
\*\*  
\*\* RESIDENT \*\*  
\*\*  
\*\* HANDBOOK \*\*  
\*\*  
\*\*\*\*\*

1115 W. Boise Avenue  
Boise, Idaho 83706

November 1977



PURPOSE: To maximize the ability of persons to live in the community in productive and lawful ways. Application to Channel Enterprises implies a belief in and support of this purpose.

The means of achieving this purpose is by providing a structured step by step program, which supports a person's move towards autonomy and self-support in the community. Each step is designed to 1) reflect the actual achievements of the resident and 2) provide support for the achievement of the next step.

### HOUSE STRUCTURE

#### RULES

1. No non-prescribed drugs or intoxicants are allowed in the house, on the house grounds or at business and social functions of the program. Violation of this rule is sufficient grounds for immediate termination from the program.
2. No weapons or threats of violence will be tolerated. Violation of this rule is sufficient grounds to terminate a person from the program immediately.
3. No guests will be allowed in residents' rooms.
4. Staff has a right to conduct search of property when deemed necessary. Whenever possible, this search will be conducted in the presence of the resident or a resident representative.
5. All residents will abide by house curfews, 11:30 p.m. Sunday through Thursday; 1:30 a.m. Friday and Saturday.
6. Residents will be responsible for the upkeep and cleanliness of their personal living areas, the house and its grounds, and the cooking of meals.
7. The reasonable rights of the other residents will be kept in mind when conflicts arise concerning noise, personal conduct, privacy, etc.
8. House residents must maintain involvement in ongoing program activities, including movement through the step system.
9. No resident will be allowed to purchase or use transportation without showing proof of proper licenses, insurance and the ability to be fiscally responsible to maintain the vehicle.
10. NO SMOKING IN BED! Any damage resulting from a resident's negligence may result in replacement of damaged articles at the resident's expense.
11. Persons will be required to pay \$25.00 per week for services rendered after a person has been employed for one full week.
12. A person must complete all daily work assignments.

Any infraction of these rules may result in termination from the program or the intervention deemed proper by staff.

## LADDER OF PRIVILEGES

The Step System: The core of the program is the Step System. This system clearly delineates the privileges of each individual in the program according to what step he has achieved. This system is designed to give each individual the opportunity and responsibility to progress at his own rate. The central theme of the Step System is to recognize the achievements each individual attains while in residence. A person begins at Step One on entering the program.

### STEP ONE

#### Requirements:

1. Attend the Monday and Thursday evening group sessions.
2. Attend individual sessions with the director and counselor to establish house contract and establish need and availability of ongoing individual counseling.
3. Attend individual sessions with vocational counselor.
4. To establish and maintain a savings account.
5. Maintain involvement in community orientation program.
6. Meet with counselor/resident manager as scheduled.

#### Privileges:

1. Weekend pass approved by director. This pass will be restricted to the family or other community contact approved by director.
2. Weekend curfew privileges extended to 12:00 midnight with approved community contact and with approval of director.

#### Restrictions:

1. Curfew at 6:00 p.m.
2. No driving unless employed or looking for employment (documented).
3. Each individual who is unemployed will be required to schedule eight hours a day to vocational workshops, employer contacts and including a minimum of three hours assigned work within the house, Monday through Friday, each day he is unemployed. Work assignments will be given by the resident manager.
4. No matter what step a person is on, a person on parole may not change employment without prior approval of his parole agent.

### STEP TWO

#### Requirements:

1. Completion of one week in Step One.



2. Satisfactory completion of requirements of Step One, including progress on the mutual agreement contract between the resident and the program.
3. Attend the Monday and Thursday evening group sessions.
4. Attend individual counseling as arranged in contract.
5. Continued maintenance of savings account.
6. Involvement in vocational counseling and looking for employment, or working or enrolled in school as a full time student.

Privileges:

1. Holiday passes.
2. Two weekend passes a month with documented employment or documentation of vocational counseling and a job search.
3. Curfew hours Sunday through Thursday 11:30 p.m., Friday and Saturday 1:30 a.m., with documented employment and/or enrollment in school full time.
4. Driving privileges as approved by director.

Restrictions:

1. 6:00 p.m. curfew for persons not employed or enrolled as full time students. Signouts after 6:00 p.m. to an approved destination will be decided on an individual, day by day basis at the discretion of the resident manager.
2. Each individual who is unemployed will be required to schedule eight hours a day to vocational workshops, employer contacts, and including a minimum of three hours assigned work within the house, Monday through Friday, each day he is unemployed. Work assignments will be given by the resident manager.
3. An arrest automatically places a person back in Step One.
4. A person who does not fulfill the requirements of Step Two reverts back to Step One.

STEP THREE

Requirements:

1. A person must maintain continuous employment or enrollment in the same educational program as a full-time student for two consecutive weeks.
2. Attendance of Monday and Thursday night group sessions.
3. Satisfactory completion of requirements of Step Two, including progress on the mutual agreement contract between the resident and the program.
4. Continued maintenance of savings account.

5. Involvement in individual counseling as arranged.

Privileges:

1. Weekend and holiday passes.
2. Curfew 11:30 p.m. Sunday through Thursday, 1:30 a.m. Friday and Saturday.
3. Driving privileges as approved by director.
4. A three to five day furlough each month with director's approval.

Restrictions:

1. If a person is terminated or quits his employment while in Step Three, he will be required to schedule eight hours a day to vocational workshops, employer contacts, and including a minimum of three hours assigned work within the house, Monday through Friday, each day he is unemployed. Work assignments will be given by the resident manager. If a person remains unemployed for two consecutive weeks, he reverts back to Step Two.
2. A person who does not fulfill the requirements for Step Three reverts back to Step Two.
3. An arrest automatically places a person back to Step One.

STEP FOUR

Requirements:

1. Maintained all rules of house.
2. Satisfactory completion of requirements of Step Three, including progress on the mutual agreement contract between the resident and the program.
3. Must have maintained employment for six weeks in Step Three.
4. Must attend Monday night group; Thursday group optional.
5. Maintain individual counseling as arranged.
6. Must have all house related bills paid in full.

Privileges:

1. Maintenance of own savings account.
2. Weekend and holiday passes.
3. Furloughs with special considerations as approved by director.
4. Curfew 11:30 p.m. Sunday through Thursday, 1:30 a.m. Friday and Saturday.
5. Driving privileges as approved by director.

Restrictions:

1. Must maintain employment or enrollment in school. Losing employment reverts a person to Step Three, probationary status.
2. A person who does not fulfill the requirements for Step Four reverts back to Step Three.
3. An arrest automatically places a person back in Step One.

STEP FIVE

Requirements:

1. Active involvement in a program designed to move from Channel Enterprises into an approved residence in the community.
2. Has met all fiscal responsibilities to Channel Enterprises (paid rent, phone bills, etc.).
3. Must attend Monday night group; Thursday group optional.
4. Contact with counselor.
5. Must maintain employment for two weeks in Step Four to enter Step Five.
6. A person will not enter Step Five without staff approval.
7. Must have tentative move-out date and plan presented to counselor. A PERSON ON PAROLE MAY NOT MOVE OUT OF THE PROGRAM WITHOUT PRIOR WRITTEN APPROVAL OF HIS PAROLE AGENT.

Privileges:

1. No curfew requirements; however, doors will be locked at 11:30 p.m. Sunday through Thursday and 1:30 a.m. on Friday and Saturday. If you plan to return to the house, the curfew must be followed.
2. Furloughs as approved by director.
3. No work details unless deemed necessary to maintain the house and grounds.

Restrictions:

1. Must maintain daily personal contact with designated staff.

STEP SIX

1. Living in community.
2. Group and individual counseling optional. Former residents are invited and encouraged to maintain contact with the house.

## HOUSE POLICIES

### 1. Sign In/Sign Out Log

Each resident will sign out when leaving the house. He will sign out indicating the time, destination, an emergency phone number where he can be contacted, and time of expected return. On return, he will sign in, indicating time of return.

### 2. Weekend and Holiday Pass

A pass request can be obtained from the resident manager. These requests must be returned to the director no later than group time on Thursday night. Passes will be granted or denied after group on Thursday night after being reviewed by the director, the resident, and the resident manager. Information required will be time out and return, destination, and an emergency phone number. A weekend pass may cover the period from 6:00 p.m. Friday to 11:30 p.m. Sunday. A holiday pass will cover the period from 6:00 p.m. the preceding evening to 11:30 p.m. the evening of the holiday.

IF YOU WILL BE TRAVELING OUTSIDE THE ADA COUNTY AREA, CHECK WITH YOUR PAROLE AGENT TO SEE IF A PAROLE PASS IS REQUIRED. THE PAROLE DEPARTMENT REQUIRES 10 DAYS NOTICE ON ALL PASS REQUESTS. A CHANNEL ENTERPRISES' PASS DOES NOT SUBSTITUTE FOR A PASS FROM PROBATION AND PAROLE.

### 3. Furloughs

A request for a furlough must be submitted to the director one week before the first day the furlough is to begin. The information required for a furlough is essentially the same as required for a pass.

IF YOU WILL BE TRAVELING OUTSIDE THE ADA COUNTY AREA, CHECK WITH YOUR PAROLE AGENT TO SEE IF A PAROLE PASS IS REQUIRED. THE PAROLE DEPARTMENT REQUIRES 10 DAYS NOTICE ON ALL PASS REQUESTS. A CHANNEL ENTERPRISES' PASS DOES NOT SUBSTITUTE FOR A PASS FROM PROBATION AND PAROLE.

### 4. Food

Residents are expected to prepare their own breakfast and lunch, and to clean up after themselves. Preparation of the evening meal is an assigned duty, and all residents are required to be present for the evening meal. The evening meal commences at 5:30 p.m. on weekdays. Weekend meals are arranged among those persons who will be in the house on weekends.

For the resident preparing evening meals, the menu will be prepared ahead of time and will be followed. It is his responsibility to have food on hand and thawed from the freezer, if necessary. A want list is posted in the cooking area for food wants to be listed by residents when items are low.

Food usage: All food stuffs relevant to meal preparation will be secured during the day. Snacks will be limited to desserts, left-overs, and peanut butter and jelly sandwiches.

## 5. Disciplinary Procedures

Disciplinary action may be taken for any infraction of house rules or policies, or for any behaviors deemed to be detrimental to the resident, to other residents, or to the functioning of the day to day operations of the house.

The type of disciplinary actions that may be taken are added work assignments, stricter curfews including possible loss of weekend passes and furloughs, and termination from the program. If additional work is assigned, a person may not commence an approved weekend pass or furlough until such time as the work is completed. If a weekend pass or furlough is lost as a result of disciplinary action, the resident will spend the time he is not normally involved in full-time employment or schooling to work a minimum of six hours each day of the restriction on improving the house and its grounds. Disciplinary action is initiated when the director is notified that the person(s) has acted in a manner calling for possible disciplinary action. The director is then required to:

- a. resolve the matter informally through resident meetings and/or consultation with counselor,
- b. conduct a disciplinary board consisting of the director, two other staff members and a resident serving in an advisory capacity, or
- c. bring the matter before the attention of the full house.

The director takes full responsibility for initiating any disciplinary action and if residence at Channel Enterprises is part of his official parole plan, the director is obligated to inform the person's parole agency that he is being terminated from the program.

## 6. Fire and Safety Regulations

There are two fire extinguishers located in the house. One is in the kitchen and the other is in the upstairs hallway. Each resident is responsible for knowing the locations of the extinguishers and reading the instructions on their use. The fire escape entrance is located through the back window of the upstairs back right bedroom. THIS FIRE ESCAPE IS TO BE USED ONLY IN CASE OF FIRE OR OTHER LIFE THREATENING EMERGENCIES. ANY OTHER USE WILL BE DEEMED AN INFRACTION OF HOUSE POLICY AND IS SUFFICIENT GROUNDS TO TERMINATE A PERSON FROM THE PROGRAM. The first person to notice a fire will inform the house manager and other residents. The house manager will call the fire station while the residents vacate the house by using the fire escape and stairway as safety dictates.

All food will be prepared in compliance with existing City of Boise codes.

It is each resident's responsibility to be safety conscious, and to not operate any power tools or equipment for which that person has not been trained.

## 7. Budget and Savings Account

Every person will be required to establish a savings account and develop a budget on a weekly basis. The savings account will be established with a double signature required to make a withdrawal. These signatures will consist of the resident and a staff member. A person will be required to deposit money as appropriate. The savings account reverts to a single signature account (the resident's) once Step Four has been attained and if it does not interfere with the resident's counseling plan.

Each resident will work on a weekly budget. The sole purpose of the budget is to give the resident an awareness of who ends up with his money at the end of each pay period. It is hoped this awareness will give the resident greater control over who ends up with his hard earned money and enable him to use his money for his purposes.

Being aware of who ends up with his money is a major heartache for a man once he leaves the institution. We believe it is up to each individual to gauge how he wishes to disburse his money and we desire each resident to gain this primary control over this major aspect of his life.

## 8. Work

Occupational: Documentation of employment will be required from each individual once he begins work. This documentation includes 1) the employer and address of work site, 2) occupational title, 3) wages, and 4) hours.

PERSONS ON PAROLE MAY NOT CHANGE EMPLOYMENT WITHOUT PRIOR APPROVAL OF THEIR PAROLE OFFICER.

If a person is unemployed, documentation of a job search will be required by the vocational counselor. This documentation includes 1) number of employer contacts a day, 2) names of employers contacted, 3) daily contact with the vocational counselor to plan daily job search activities.

House and Ground Maintenance: Every resident has assigned daily tasks to complete. These tasks include housekeeping activities and yard maintenance. Failure to complete assigned tasks could result in loss of weekend passes and furloughs.

Persons who are unemployed will be required to work on house grounds for a minimum of three hours a day, Monday through Friday, and adhere to a vocational counseling schedule.

When a work project which is large enough to require the efforts of several persons, a work day may be planned. This effort will be coordinated with the residents to allow residents to plan their free time around such projects.

## 9. House Meetings

A. Group counseling sessions are conducted Monday and Thursday nights. Participation in groups are as described in the Step System. Thursday night sessions are more open and are attended by selected community members.

- B. House meetings are conducted Monday through Thursday evenings. These meetings are held after dinner and are 15 minutes to 45 minutes in length.

Each Monday and Thursday evening, these meetings are conducted and attended only by the residents. These resident meetings are used to resolve internal problems in the house and to present staff with problems that have been affecting residents in the house. The meetings present the clearest means for residents to have a positive impact on the administrative functioning and policy-making arenas of living in a residential program, and are considered essential to the day to day operations of Channel Enterprises.

10. Resident Emergency Fund

A small sum of money is available for emergency loans by house residents. This fund is operated by the residents and loans are made out of this fund to help tide a person over until he is able to be employed. As this fund originated with monies donated by residents to help residents, every effort is made to insure back loans are collected.

11. Telephone Usage

Outgoing calls will be places on the pay phone only. All incoming calls will be restricted to 10 minutes and one line is to be kept open at all times for emergencies. Channel Enterprises has two phone lines.

12. Resident Files

Resident files often contain information of a confidential nature. No resident is allowed access to the house files or file cabinet. If a resident wishes to review what information is available in his file, he must make such a request to the agency director.

13. Pets

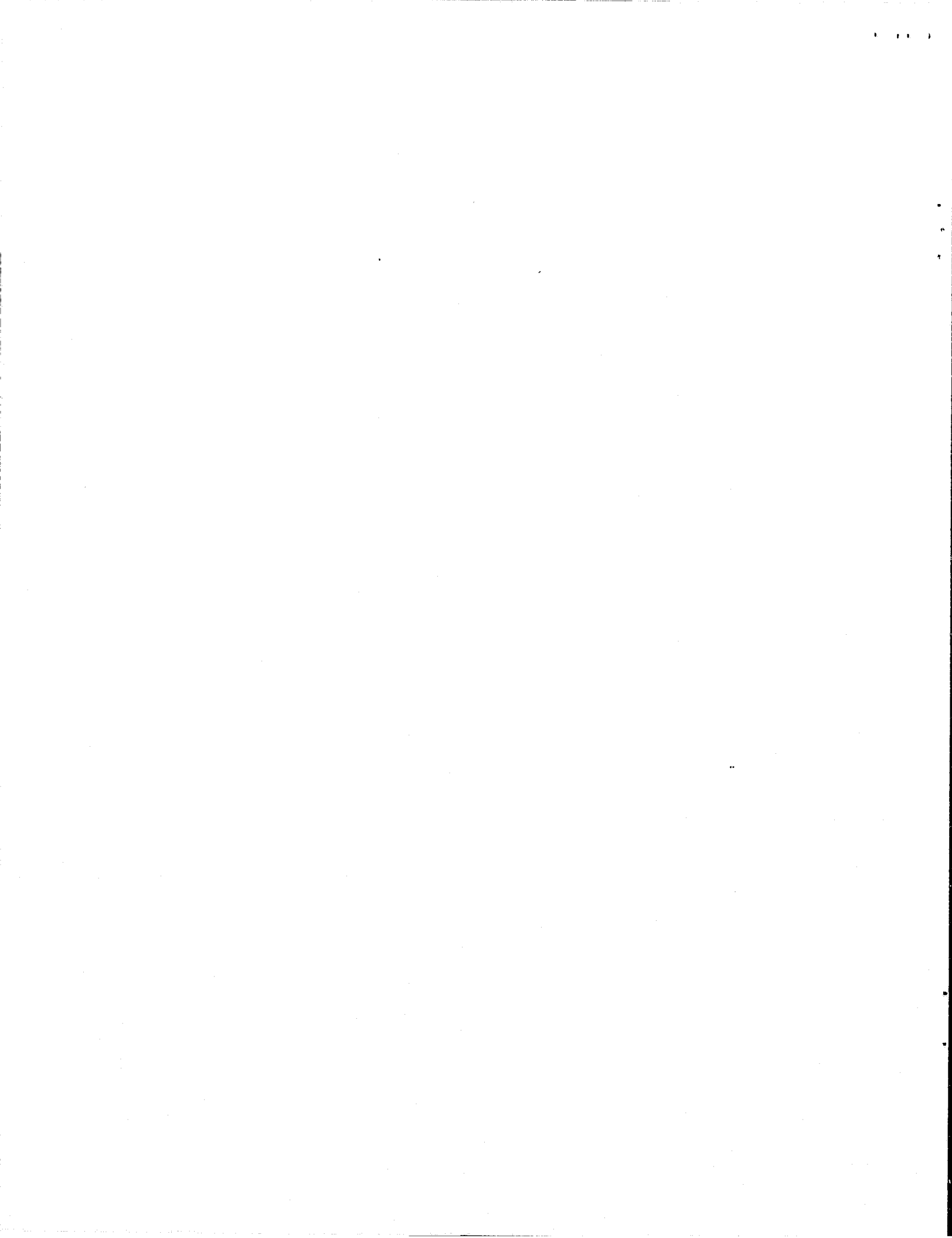
A resident may not have pets on the premises unless approved by both the director and other house residents.

14. Resident Property

Each resident is responsible for his own personal belongings. Any property, including money, entrusted to other residents and/or staff will be at the personal risk of that particular resident. Any loss or theft should be reported to the resident representatives or staff, or both. Channel Enterprises will not be responsible for any restitution or replacement of lost or stolen articles.

15. Bedding Deposit

Each resident will be issued bedding, a towel, and locker key for which a deposit of \$10.00 is required. The deposit will be refunded upon return of the items issued.







## THE SALVATION ARMY — CHANNEL ENTERPRISES

P. O. BOX 9206 BOISE, IDAHO 83701  
(208) 342-3621

Serving Boise Since 1887



MAJOR JIM SULLIVAN  
Commanding Officer

September 28, 1977

GARY RASMUSSEN  
Project Director

Mr. Rich Michaelson, MSW  
Route 4, Box 4144 C  
Nampa, ID 83651

Dear Rich:

The Channel Enterprises Advisory Board has authorized me to extend our contract through June 30, 1978. This contract will be an agreement on your part to provide the services listed below and an agreement on our part to provide you with a monthly payment of \$300.00 for these services. The monthly payment will be prorated whenever meetings are missed.

Services to be provided are:

1. Conduct group therapy each Monday and Thursday from 7:00 P.M. to 9:30 P.M.
2. Supervision for personnel concerning related matters as requested by the director.
3. A monthly written summary of your activities.
4. Attendance at staff meetings at least semi-monthly.

If this is agreeable with you, please sign the enclosed copies and return the original to Channel Enterprises.

Sincerely,

*Guy Hunt*  
Dr. Guy Hunt, Chairman  
Channel Enterprises Advisory Board

*Gary Rasmussen*  
Gary Rasmussen  
Project Director

*Richard Michaelson*  
Richard Michaelson, MSW

*9-28-77*  
Date



THE SALVATION ARMY - CHANNEL ENTERPRISES

P. O. BOX 9206 BOISE, IDAHO 83701  
(208) 342-3621

Serving Boise Since 1887



MAJOR JIM SULLIVAN  
Commanding Officer

October 1, 1977

GARY RASMUSSEN  
Project Director

Mr. Carl R. Swenson  
Certified Public Accountant  
4090 W. State Street  
Boise, ID 83703

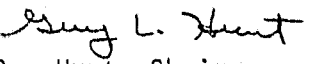
Dear Carl:

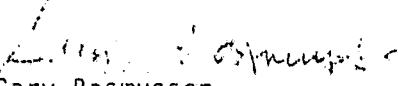
This letter is to confirm our consultation agreement. You have agreed to provide Channel Enterprises with the following services:


1. Create an adequate grant accounting system and instruct personnel on its use;
2. Monitor the products of the accounting system;
3. Consult with the director, monthly, concerning agency financial standing;
4. Prepare fiscal statements which may be required by funding agencies and tax forms required by State and Federal governments; and
5. Assist the director in any matter which pertains to the fiscal structure of the agency.

In return, Channel Enterprises agrees to pay you on an hourly rate of \$16.00 per hour, which is not to exceed a total of \$125.00 per month. This contract can be broken on 24 hours notice by either party.

Sincerely,

  
Guy Hunt, Chairman  
Channel Enterprises Advisory Board

  
Gary Rasmussen  
Project Director

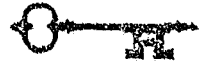
  
Carl R. Swenson, CPA

Oct 1, 1977  
Date



THE SALVATION ARMY – CHANNEL ENTERPRISES

P. O. BOX 9206 BOISE, IDAHO 83701  
(208) 342-3621



Serving Boise Since 1887

MAJOR JIM SULLIVAN  
Commanding Officer

September 27, 1977

GARY RASMUSSEN  
Project Director

Dr. Roy Buehler  
Behavior Change Institute  
512 W. Bannock  
Boise, ID 83702

Dear Roy,

This letter is to formalize our phone conversation. The Channel Enterprises Advisory Board has authorized me to extend our contract through June 30, 1978. This contract will be an agreement on your part to provide a minimum of 20 hours per month involved in the services listed below, and an agreement on our part to provide you with a monthly payment of \$300.00 for these services. This contract may be broken by either party on 24 hours notice.

The services to be provided are:

1. Gather the data needed to properly evaluate the program as outlined in the Law Enforcement Planning Commission grant in operation from July 1, 1977 to June 30, 1978;
2. In cooperation with the Director, to initiate involvement of computer time with the Department of Corrections to attain the goals stated in 1. above;
3. To aid the Agency Director in finding viable sources of funding;
4. To continue helping staff to develop day to day evaluation procedures, as well as developing more efficient means of abstracting the information which would represent the operations of the treatment program;
5. Aid the Agency Director in preparing funding proposals.

If this is agreeable with you, please sign the two enclosed copies and return the original to Channel Enterprises.

Sincerely,

Dr. Guy Hunt, Chairman  
Channel Enterprises Advisory Board

Gary Rasmussen  
Project Director

Dr. Roy E. Buehler

Sept. 28, 1977

Date



### Base Expectancy Scale

This second base line measure instrument used in this project was developed and validated by the Research Division, California Department of Corrections (Research Report No. 5, Don M. Gottfredson, 1962). In designing the scale the researchers defined "Favorable parole adjustment" as the completion of two years of with no "major difficulty" after release from prison to State Parole. Major difficulties were listed as:

- a. Awaiting trial or sentence at the end of the one year, or
- b. Established guilty, but felony complaint dropped, or
- c. Parolee at large with felony warrant, or
- d. Deceased during a felonius act, or
- e. Sentenced to jail for 90 days or over, or
- f. Returned to prison to finish term, or
- g. Returned to prison with new commitment.

If any one of the "major difficulties" occurred the man was classed as having experienced unfavorable parole adjustment.

The possible scores on this Scale provide expectancy ratings ranging from the 94th to 97th percentile ranking (Very Favorable) to the 0 to 6th percentile ranking (Very Unfavorable). Thus, the higher scores represent favorable prognosis and the lower scores represent unfavorable prognosis.

### Salient Factor Scale

The Salient Factor Scale, developed by the U. S. Board of Parole Research Unit (Federal Parole Guidelines: Three Years of Experience, P. B. Hoffman, November 1975), is an instrument for assessing a parolee's parole prognosis. The construction of the scale involved a sample of 902 parolees and validation of the predictive power of the scale was done with a sample of 1581 parolees. A criterion measure of favorable outcome was defined as "no new conviction resulting in a sentence of sixty days or more and no return to prison for parole violation within two years after release". From a set of sixty background factors collected in the initial sample nine items (factor analytic clusters) were found to be significantly related to parole outcome. These nine clusters or categories constitute the present Salient Factor Scale.

The possible scores in the Scale range from 11 to 9 as Very Good, to 3 to 0 as Very Poor. This Scale was given to all persons admitted to the Interim House and to the matched sample to date.



CHANNEL ENTERPRISES

CALCULATION OF BASE EXPECTANCY RAW SCORES

NAME: \_\_\_\_\_

DATE: \_\_\_\_\_

<u>IF:</u>	<u>ADD</u>	<u>SCORE</u>
No Prior Record . . . . .	10	_____
Limited Prior Record (Not more than two jail or juvenile or one prison commitment . . . . .	4	_____
Homicide, Assault, or Sex as most serious commitment offense under this serial number . . . . .	6	_____
<u>Not</u> Burglary, Forgery, or NSF Checks as most serious commitment offense under this serial number . . . . .	2	_____
Age 30 or Older in year of release to parole . . . . .	3	_____
No History of any Opiate Use . . . . .	8	_____
Original Commitment . . . . .	1	_____
Total Possible Score	34	_____

CHANNEL ENTERPRISES

SALIENT FACTOR SCORE

RESIDENT: \_\_\_\_\_

DATE COMPLETED: \_\_\_\_\_

Item A -----   
No prior convictions (adult or juvenile) = 2  
One or two prior convictions = 1  
Three or more prior convictions = 0

Item B -----   
No prior incarcerations (adult or juvenile) = 2  
One or two prior incarcerations = 1  
Three or more prior incarcerations = 0

Item C -----   
Age at first commitment (adult or juvenile) 18 years  
or older = 1  
Otherwise = 0

Item D -----   
Commitment offense did not involve auto theft = 1  
Otherwise = 0

Item E -----   
Never had parole revoked or been committed for a  
new offense while on parole = 1  
Otherwise = 0

Item F -----   
No history of heroin, cocaine, or barbiturate  
dependence = 1  
Otherwise = 0

Item G -----   
Has completed 12th grade or received GED = 1  
Otherwise = 0

Item H -----   
Verified employment (or full-time school attendance)  
for a total of at least 6 months during the last 2  
years in the community = 1  
Otherwise = 0

Item I -----   
Release plan to live with spouse and/or children = 1  
Otherwise = 0

Total Score -----



## Relative Adjustment Scale

The two indices of the Relative Adjustment Scale were developed in response to the criticism of the criterion measure of outcome, and were designed to be more sensitive and realistic measures for determining program effectiveness. Two major components of relative adjustment are measured. The author, Richard P. Seiter, Ph. D., of the Study of Crime and Delinquency at Ohio State University, states, "The first component is a continuous outcome criterion; the index is continuous in order to alleviate the forced dichotomous distinctions of 'success' and 'failure'."

The second component measures "acceptable adjustment patterns" on a graduated scale of relative adjustment. Thus, both components recognize the differential degrees of change which are missed in all or nothing "success" or "failure" ratings. These two measures are presented as follows.

## 1. Criminal Behavior Severity Index

Offense Category	Assigned Severity Score
Aggravated murder	-11
Murder	-10
1st degree felony	- 9
2nd degree felony	- 8
3rd degree felony	- 7
4th degree felony	- 6
1st degree misdemeanor	- 5
2nd degree misdemeanor	- 4
3rd degree misdemeanor	- 3
4th degree misdemeanor	- 2
Violator at large	- 1
Technical violation	- 0.5

The ordinal ranking of severity of offenses on this scale are prescribed by the Ohio Criminal Code. Adaptation of these rankings to the Idaho Criminal Code has been completed for the experimental and control groups.

2. Acceptable Behavior Scale

Assigned Score	Adjustment Criterion
+1	Employed, enrolled in school, or participating in training program for more than 50 percent of follow-up period.
+1	Held any one job (or continued in educational or vocational program) for more than six-month period during follow-up.
+1	Attained vertical mobility in employment, education or vocational program. This could be raise in pay, promotion of status, movement to better job, or continuous progression through educational or vocational program.
+1	For last half of follow-up period, individual was self-supporting and supported any immediate family.
+1	Individual shows stability in residency. Either lived in same residence for more than six months or moved at suggestion or with agreement of supervising officer.
+1	Individual avoided any critical incidents that show instability, immaturity or inability to solve problems in socially acceptable manner.
+1	Attainment of financial stability. This is indicated by individual living within means, opening bank accounts or meeting debt payments.
+1	Participation in self-improvement programs. These could be vocational, educational, group counseling, alcohol or drug maintenance programs.
+1	No illegal activities on any available records during follow-up period.
+1	Individual making satisfactory progress through probation or parole periods. This could be movement downward in level of supervision or obtaining final release within reasonable period.

Each individual may obtain a score ranging from zero to ten. The parolee's relative adjustment (RA) outcome indicator is computed by statistically combining the two separate scores (a and b). Further statistical analysis to determine specific functional areas of adjustment can also be done, thus providing considerable detailed measures of the parolee's functional behavior in the community.



## STATE OF IDAHO

## DEPARTMENT OF CORRECTION

Commission for Pardons and Parole

P. O. BOX 8478  
BOISE, IDAHO 83707

January 26, 1978

FROM: Ralph O. Marshall, executive secretary

TO: Whomever it may concern

SUBJECT: Channel Enterprises Evaluation Research

On January 9, 1978 Gary Rasmussen, director of Channel Enterprises Halfway House, and Roy Buehler, evaluation consultant for the research project evaluating that program, reviewed with me their research to date.

Their experimental and control groups consist of ten matched pairs--half of whom have been residents of Channel Enterprises. These pairs were formed on the basis of identical or very similar scores on the Base Expectancy and Salient Factor scores. Nevertheless, it is clear to me--and I am sure it would be clear to any Idaho State Correctional Institution staff member who has worked with these inmates --that, in terms of subjective impressions of the behavior of these men, they are not comparable. Five of the ten men in the experimental group were regarded, by the Parole Commission, as "losers"; and they would not have been granted parole to anything other than Channel Enterprises, or a similar type of program.

In reviewing my notes of the parole hearings for the members of the experimental group, it is clear that with seven of the ten men Channel Enterprises was the only acceptable program which they could present to the Commission. Therefore, I believe that it is significant that the performance of the experimental group appears to have equalled that of the control group.

*Ralph O. Marshall*



## THE SALVATION ARMY - CHANNEL ENTERPRISES

## CHARTER

(As Amended April 21, 1977)

PREAMBLE

The Salvation Army, in cooperation with a group of citizens of the State of Idaho, establishes this Charter in order to create valuable additions to the present State correctional system. We believe that when an individual is released or diverted from incarceration all available resources should be utilized to assist the individual in adopting a constructive, socially acceptable lifestyle. The State, the local communities, and the ex-offender will all benefit by the success of this effort.

## ARTICLE I

GOALS AND OBJECTIVES

Section 1. The goal of this Committee, hereafter known as Channel Enterprises, is to provide rehabilitative and other services to the public offender. Its aim is to aid in the rehabilitation and adjustment of the public offender, regardless of race, creed, color, sex, age, handicap, or national origin, through supportive care, training, guidance and other services.

Section 2. The objectives by which this goal shall be met are to provide housing-type facilities and services to all persons who require them. The initial facilities and services shall be in the nature of an interim house, specifically designed to provide recently released or paroled men from the Idaho State Correctional Institution with intermediate food, lodging, guidance and direction in finding employment; and to further provide a realistic bridge between incarceration and society at large. The initial objectives shall in no way be construed as limiting the future services offered.

ARTICLE II

MANAGEMENT

Section 1. Channel Enterprises shall be formed as a working arm of the Boise Corps functioning as a committee of The Salvation Army Advisory Board. As such, all business shall be conducted in with state and federal regulations as they apply to The Salvation Army.

ARTICLE III

MEMBERSHIP

Section 1. The membership shall consist of two (2) categories: (a) members of the "Channel Enterprises" Committee which shall not exceed fifteen (15), and, (b) members of the "Channel Enterprises" Citizens Auxiliary.

Section 2. The membership of the "Channel Enterprises" Committee will consist of three (3) members who are elected from the Advisory Board and members of the committee who need not be members of the Advisory Board but are designated by the Advisory Board with the approval of The Salvation Army Representative.

Section 3. Membership on the Channel Enterprises Committee is subject to majority vote of the members then on the committee, a quorum having been constituted.

Section 4. The members of the citizens auxiliary will consist of individuals from community civic organizations approved by the Channel Enterprises Committee.

Section 5. The functions of the committee are to assist The Salvation Army in providing services to individuals upon their release from the State Penitentiary; to assist in funding the costs of this service and to work with The Salvation Army in the daily functioning of the interim house services and program.

Section 6. No member of the committee may be permitted, directly or indirectly, to make any financial share of business arising from agency business or programs; nor shall he own or acquire any personal interest in any property, contract or other duties, or professional relations which would conflict with the performance of his duties as a member of the committee.

Section 7. The Committee shall meet, at a minimum, on a monthly basis on a regularly scheduled day and time. Committee members are to be notified five (5) working days before the date of a regularly scheduled meeting. Notification shall include the time, place, and a general agenda. Special meetings may be called by the Committee Chairman. The annual meeting shall be held during the month of April. At the annual meeting the newly elected committee members shall elect from its members the following officers: Committee Chairman, Committee Vice Chairman, and Committee Secretary, each to serve a term of one (1) year. Elections shall be by a majority vote of the committee present, a quorum having been constituted. Vacancies occurring in these offices during the course of a term shall be filled by a majority vote of the committee present, a quorum having been constituted.

Section 8. Any member of the Channel Enterprises Committee may vote and act at any meeting, either in person or by proxy, duly appointed in writing; but before any person shall be permitted to vote or act by proxy, the same shall be exhibited for inspection at the meeting and filed with the secretary.

Section 9. Resignation of committee members: (a) A member may resign by submitting written notice to the chairman. (b) The act of missing three (3) consecutive regularly scheduled committee meetings, unexcused by the chairman, shall be considered an act of resignation by that particular committee member. This action shall not require a written notice.

Removal of committee members: Any member may be removed by a two-thirds (2/3) vote of the full committee if good cause is shown.

Section 10. A quorum at any meeting of the Channel Enterprises Committee shall be one-half (1/2) of the members then on the committee. Except in amendments of the Bylaws as hereinafter provided and in election of members of the Channel Enterprises Committee, as previously provided, all determination shall be by a majority vote, a quorum having been constituted.

Section 11. The order of business at the annual meetings shall be as follows:

- (a) Calling the meeting to order;
- (b) Proof of notice of meeting;
- (c) Reading the minutes of the last previous annual meeting;
- (d) Reports of officers;
- (e) Reports of sub-committees;
- (f) Election of committee officers;
- (g) Miscellaneous business;

provided that further agenda may be determined by the officers of the committee.

Section 12. The Channel Enterprises Citizens Auxiliary shall consist of no more than fifty (50) members who shall counsel, assist, and work with the Committee. The Citizens Auxiliary recommendations shall be presented to the Channel Enterprises Committee, which Committee shall vote for acceptance or rejection of such recommendations.

Members of the Citizens Auxiliary shall be appointed by the Chairman of the Committee, subject to ratification by a majority of the quorum present at any Channel Enterprises Committee meeting.

Section 13. Citizens Auxiliary shall meet jointly with the Channel Enterprises Committee at least two (2) times per year.



## ARTICLE IV

### DUTIES OF OFFICERS

Section 1. The Chairman of the Committee shall preside at all meetings of the Committee and prepare the agenda of meetings. He may serve as a member of The Salvation Army Advisory Board. The Chairman shall also perform any duties prescribed by the Advisory Board and shall see that all orders and resolutions are carried into effect.

Section 2. The Vice-Chairman shall act in the absence of the Chairman and perform all duties as prescribed for the Chairman and may serve as a member of The Salvation Army Advisory Board. Upon the vacancy of the office of Chairman, the Vice-Chairman shall automatically succeed to the office for the remainder of the one (1) year term.

Section 3. The Secretary shall keep and distribute minutes of all meetings of the Channel Enterprises Committee, as well as a roster of members of the Committee and the Citizens Auxiliary and their terms of office. The Secretary shall also keep a roster of members of all subcommittees. The Secretary may serve as a member of the Advisory Board.

Section 4. The Project Director shall be a non-voting, ex-officio member of the Channel Enterprises Committee and subcommittees. He shall be screened and recommended by the Committee for employment. The Channel Enterprises Committee shall recommend cause for termination of such director. The Director is responsible for selection, supervision and termination of personnel who are not performing their duties satisfactorily or who present other good cause for termination.

The Project Director shall approve all expenditures within budgetary limitations and comply with the decision of the Committee concerning policy, budget, and major expenditures. He is the administrator of the program. He

is the administrator of the program. He shall supervise all personnel of the agency, both paid and voluntary.

He shall develop new programs as the need arises and submit the same to the Channel Enterprises Committee for its approval. He shall prepare all budgets and submit them to the Committee and keep it informed of all expenditures, needs, and general operations. He shall also assist the Committee in other ways as called upon to do so.

## ARTICLE V

### SUB-COMMITTEES

Section 1. From the membership of the Channel Enterprises Committee there shall be appointed an Executive Committee and any other sub-committees which the Committee deems necessary. The Executive Committee shall meet, at a minimum, on a monthly basis on a regularly scheduled day and time approximately two (2) weeks prior to the monthly Committee meetings.

Section 2. The Executive Committee shall have full authority as designated to conduct the affairs of Channel Enterprises between meetings of the Channel Enterprises Committee. Its actions, however, will be subject to ratification by the Committee at its subsequent meeting. The Executive Committee shall consist of the three (3) officers which may serve as members of The Salvation Army Advisory Board.

Section 3. The Screening Committee shall consist of three (3) representatives of the Channel Enterprises Committee and is responsible for screening applicants and making determinations as to acceptance into the program. The Project Director shall chair this committee. The vote of acceptance must be unanimous, with at least two (2) members of the committee voting.

Section 4. Subcommittees are to be appointed by the Chairman unless otherwise specified in the Charter.

ARTICLE VI

AMENDMENTS

Section 1. The Charter of this agency may be amended or revised by the Channel Enterprises Committee at any time by a vote of two-thirds (2/3) of the members present, a quorum having been constituted.



**END**