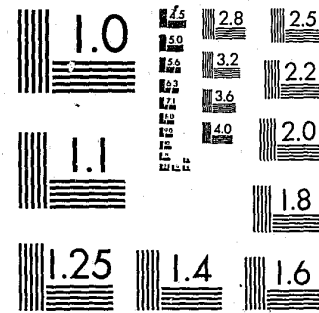


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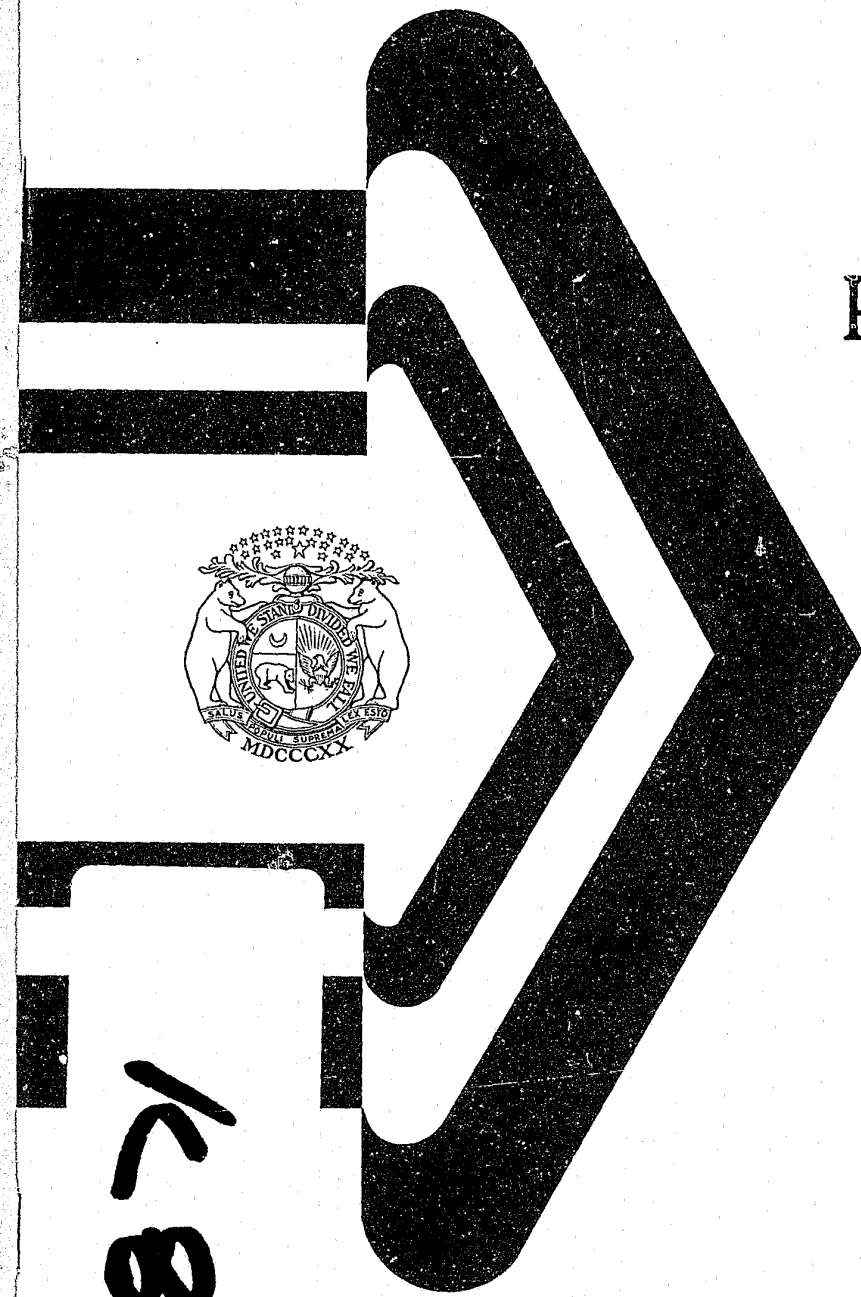
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MISSOURI

DIVISION  
of  
PROBATION  
and  
PAROLE



1-897

Thirty-third Annual Report  
1978 - 1979

DEPARTMENT OF SOCIAL SERVICES

DAVID R. FREEMAN, DIRECTOR

CAROLYN V. ATKINS,  
Chairman and  
Compact Administrator  
W. R. VERMILLION, Member  
DICK D. MOORE, Member



GAIL D. HUGHES  
Chief State Supervisor  
PATRICIA A. PARKER  
Secretary and  
Deputy Compact Administrator

STATE OF MISSOURI

BOARD OF PROBATION AND PAROLE

Honorable Joseph P. Teasdale, Governor

Members of the Legislature

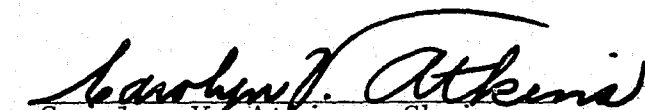
Gentlemen:

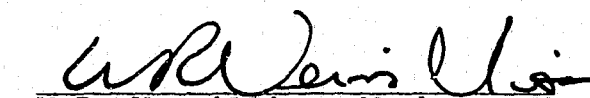
It is with a great deal of pride that we submit this 33rd Annual Report of the Division of Probation and Parole. This report is submitted in compliance with Section 549.234, R.S.

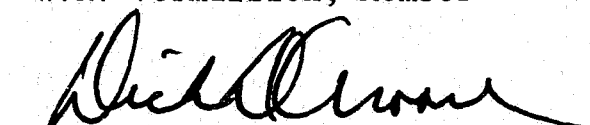
We feel that it is important to note that we are continuing to provide a quality service at a minimal cost to the taxpayer for ever increasing numbers of people that are being assigned to this division. This service can only be maintained through the continued support of both the Governor and the Legislative Branch.

Therefore, we solicit your help and assistance in a continuing effort to up-grade the services of Parole and Probation systems to adequately serve the people of this state.

Sincerely,

  
Carolyn V. Atkins, Chairman

  
W.R. Vermillion, Member

  
Dick D. Moore, Member

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**MISSOURI BOARD  
OF PROBATION AND PAROLE**

211 Marshall  
Jefferson City, Missouri 65101  
314-751-2441

**BOARD**

*Chairman* ..... Carolyn V. Atkins  
*Member* ..... W. R. Vermillion  
*Member* ..... Dick D. Moore  
*Parole Analyst* ..... Woody Cross  
*Parole Analyst* ..... Ferd Sturm

**FIELD SERVICES**

*Chief State Supervisor* ..... Gail D. Hughes  
*Eastern Regional Administrator* ..... Vearl W. Harris  
*Northwestern Regional Administrator* ..... James G. Holman  
*Central Regional Administrator* ..... Clyde McCarty, Jr.  
*Southeastern Regional Administrator* ..... Bruce L. McClintock  
*Southwestern Regional Administrator* ..... Robert E. Seckington  
*Institutional Regional Administrator* ..... Ben W. Russell, Jr.  
*Training Officer* ..... James E. Markham  
*Board Secretary* ..... Patricia A. Parker

*Editor Annual Report* ..... Mark R. Reading  
*Editorial Assistant* ..... Penny Dougherty

**MISSION OF PROBATION AND PAROLE**

Sooner or later, 98% of all prisoners are released. Those who are paroled before reaching their maximum sentence receive supervision and guidance to assist them toward a successful reentry into the community.

Facing this realization, the mission of our agency is as follows:

"Our ultimate mission is to help the client assigned to us become a responsible citizen who can and will live in society without reverting to criminal behavior."

In order to accomplish this mission, the support of the community and the people we serve is essential.

## STRUCTURE AND ADMINISTRATION

Probation and Parole is a division within the Department of Social Services. The Chief State Supervisor is appointed by the Board and is responsible to it. Staff is appointed by the Board under state civil service from a register of eligible candidates obtained by the State Personnel Division. Probation and Parole officers are required to have a college degree with a major in Criminal Justice or Social Work, though substitution for some of this education based on prior work experience is permissible.

## MEMBERSHIP

The Board consists of three full time members who serve staggered renewable six year terms. All members are appointed by the Director of the Department of Social Services with the approval of the Governor. All appointments are with the advice and consent of the Senate. The law specifies that persons appointed to the Board must be of recognized integrity and honor, known to possess ability, experience and other qualifications fitting them to the position. No more than two members at any time may be of the same political party.

The Chairman of the Board is appointed by the Director of the Department of Social Services. The Chairman, in addition, is the Chief Administrative Officer of the Board and has charge of the Board's operation, funds, and expenditures, and serves as the administrator of the interstate compact. She also acts as spokesman for the Board.

The current Board is composed of three professional staff members. The Chairman, Mrs. Carolyn V. Atkins, is originally from St. Louis, Missouri. She received a Bachelor of Science Degree in 1951 from Morgan State College in Baltimore, Maryland. She received her Master's Degree in Counseling and Guidance in 1968 from Washington University in St. Louis, Missouri. She was appointed Chairman by Governor Joseph P. Teasdale and became the seventh full-time Chairman of the Board of Probation and Parole since the position was created in 1945. Mrs. Atkins present term expires in April, 1984.

Mr. W. R. Vermillion, Member of the Board, attended Southwest Missouri State University and received a Bachelor of Science Degree in 1958 in Sociology. He received his Master's Degree in Criminal Justice Administration from Central Missouri State University in 1976. Governor Warren E. Hearnes appointed him to the Board in December of 1968. He served as Chairman having been appointed by Governor Christopher S. Bond. Mr. Vermillion's present term expires in April, 1980.

Mr. Dick D. Moore, Member of the Board, attended Evangel College, Springfield, Missouri and received a Bachelor of Science Degree in 1968 in Psychology-Sociology. He received his Master's Degree in Criminal Justice Administration from Central Missouri State University in November, 1977. His appointment to the Board was effective June 1, 1974, filling an unexpired term which expired in April of 1976. He was reappointed on April 30, 1976, to a term which expires on April 3, 1982.

## POLICY STATEMENT DIVISION OF PROBATION AND PAROLE

The Missouri Division of Probation and Parole is an Equal Opportunity Employer and provides an Equal Opportunity Program and Affirmative Action Plan for the purpose of insuring non-discrimination in the recruitment, employment, training, upgrading, benefits, transfer, evaluation, promotion, salary, layoff, termination, and recall of all employees by the Division of Probation and Parole with regard to race, color, religion, sex, physical disability, national origin, age, political affiliation, or belief.

Opportunities for employment and advancement for all employees on all levels shall be subject to the policies set forth in the Equal Opportunity Policy and Affirmative Action Plan, all Federal, State, and local laws and statutes, regarding Equal Employment, and the personnel policy of the Missouri Division of Personnel.

The Missouri Division of Probation and Parole provides a system of redress for any applicant or employee who feels that he/she has been discriminated against, either by intent or neglect in regard to race, color, religion, sex, physical disability, national origin, age, political affiliation, or belief; and further insures that the Division shall not intimidate, threaten, coerce, or discriminate against any person because he/she has made a complaint, testified, assisted, or participated in any matter in an investigation, proceeding, or hearing.

The Director, Affirmative Action Committee, and the appointed responsible management officials, and other supervisory personnel are dedicated and committed to carry out the Affirmative Action Program within this unit of State Government. It is further stipulated that all decisions on employment will be based so as to further the principle of Equal Employment Opportunity. It is emphasized that accomplishment of Affirmative Action Plan goals will provide positive benefits for the agency.

The Human Relations Officer has been assigned responsibility for the accomplishments of the Affirmative Action Plan and has the full support and assistance of the Director and staff. The Human Relations Officer will be available to furnish information and/or assistance on Equal Opportunity, Affirmative Action, and discrimination matters.

The Affirmative Action Plan of the Division of Probation and Parole is a public document, and is prepared for dissemination to interested individuals and organizations such as employees, labor and employee organizations, regular sources of applicants for employment (e.g. Merit System Office, schools, community agencies, employment services offices, etc.) and area minority groups and women's organizations.

Further, the Missouri Division of Probation and Parole provides for the elimination of disparity when found in its offices and insures that all individuals eligible to receive benefits of the program served by agencies of the State Division of Probation and Parole, directly or indirectly, shall have Equal Opportunity to do so by implementing, following and enforcing all State, Federal, and Local Equal Opportunity laws, rules, regulations, and issuances in regard to Opportunity programs and Equal Opportunity Employment.

## PLANS FOR THE FUTURE

The Missouri Division of Probation and Parole's plans for the future are based on the philosophy put forth in its mission statement. In an effort to be more effective and efficient we have developed objectives for the next fiscal year centered on our goals and mission statement.

Our goals are as follows:

- The Division will insure the maintenance of service as required by the statute.
- The Division will continue to plan, develop, and administer a service delivery system directed toward protecting society through aiding the client.
- The Division will develop and increase community resources toward a better service delivery system for our clients.
- The Division will continue to seek out more effective and efficient ways of delivering services directed towards keeping cost of that delivery down.



Our objectives for the next fiscal year are:

1. To decrease unemployment by 8% among those clients who are found to be unemployed at the time they are assigned to our division.
2. To identify at intake those individuals between 18 and 30 who have not completed high school or who are illiterate and to involve 10% of this group of individuals in GED programs and/or literacy training and to monitor and determine those who complete their GED program and/or high school while under our supervision.
3. To reduce early violation (violation of probation and parole during the first 90 days) by continuing intake projects within each of the district offices, with modifications being considered in lieu of a research report due September, 1979.
4. To provide training in substance abuse for at least 30 staff members during the fiscal year.
5. To initiate a task force made up of Probation and Parole, and Department of Mental Health staff to develop a plan that will address the problem of lack of in and out-patient care and treatment for our alcohol and drug abuse clients.
6. Each district will identify the Adult Basic Education Attendance Centers within their district and prepare a list of names and addresses which will be available both to staff and clientele.
7. To develop in each district a strategy which may consist of a set of objectives to carry out the aforementioned objectives 1, 2, and 6. These strategies shall be supplied the RA who will be responsible for monitoring.

### REPORT ON PAST OBJECTIVES

1. To decrease unemployment by 3 percent among those clients who are found to be unemployed at the time they are assigned to our division.

A computer program was developed to identify, for each probation officer, the clients who are unemployed at the time they were assigned to our division. Every three months we have been updating this program for the officers so that they can check their progress toward this objective. We have decreased unemployment by more than 3 percent among clients unemployed at assignment. Indeed it is not uncommon for an officer to have decreased the unemployment rate of this group by 20 percent or more.

2. To create a Task Force to develop a plan of early identification of the alcohol abuser and the expansion of treatment programs for the alcohol and potential alcohol abuser in each district by October 1, 1978.

The Task Force to develop this plan has been working for several months. Funding problems caused us to suspend this objective for a short time during the past fiscal year. However, the Task Force has begun its meetings again and should produce a plan for the early identification of the alcohol abuser in early fiscal year 1980.

3. To identify at intake those individuals between 18 and 30 who have not completed high school or who are illiterate and to involve 25% of this group of individuals in GED programs and/or literacy training.

A computer program has been developed to identify for each probation officer the people who fit these criteria. After a great deal of discussion the objective was changed to read that we should improve 25% of this group of individuals because we did not have a means of determining the percentage of people who became involved in the programs. We encountered several problems in identifying the clients who improved their level. Therefore, for the next fiscal year we have developed a process to identify involvement in GED programs and/or literacy training.

4. To reduce early violation (violation of probation or parole during first 90 days) by introducing intake projects within each district office and in experimental pre-release program within an institution.

Intake projects are now operating in each district office. During the first six months of calendar year 1979, we have also embarked on a research project to determine the effectiveness of these programs. In five experimental sites — St. Louis City North, St. Louis County, Kansas City, Springfield, and Dexter — we operated an intake group and two control groups. A preliminary report will be issued in the fall of 1979, detailing the implementation of this experiment. For the next three years we will follow these clients to determine whether there is any difference in violations, revocations, or other social problems. An experimental pre-release program was not begun within an institution during the past fiscal year.

5. To conduct at least semi-annual inspections of each Halfway House under contract to the Division with a written report of this inspection to be filed with Central Office, the Department of Social Services, and a copy to the Halfway House. The first inspection shall be held during the first quarter of the fiscal with the second during the third quarter. Inspections shall not be excluded to two and can be held at other times.

A major inspection of each Halfway House under contract to our Division was conducted during November and December, 1978. The Halfway Houses were notified about the results of this inspection as was the Department of Social Services. The Halfway Houses were reinspected in May, 1979. At that time the Houses were considered in light of what had been found in the major inspection.

6. Developing a monitoring program to report court and restitution payments by clients assigned to our Division.

Our Division has been involved for a long time in collecting court costs, and restitution from clients. A system was devised during the first three months of the past fiscal year to track the amount of money received between September 1, 1978 and the end of fiscal year 1979. Our Division collected almost \$610,000 in court costs and restitution.

### CHARACTERISTICS AND SUCCESS OF PAROLEES

The Division of Probation and Parole continuously reviews the characteristics and success of its Board parolees from state institutions. Table 1 shows Board action by institution during fiscal year 1978-1979. Out of the total 1,032 inmates paroled during this time frame eleven percent were from the maximum security (MSP) in Jefferson City. During the past year the Division of Corrections has been placing some inmates who the Board has placed on parole planning in Halfway Houses. Nineteen percent of the parolees were released in this manner.

The percentage of parolees who were assigned after face to face parole hearings decreased from 65% to 60% of the total parolees. Table 1 also shows that 77% of the inmates paroled from Algoa were assigned after face to face parole hearings compared to 46% at MSP. Table 2 shows that 27% of the inmates who had hearings were paroled while 23% of those reviewed were paroled. The Board workload was very similar with 4,040 total hearings and reviews.

Table 3 compares the parole and commutation releases from the Division of Corrections. The number of releases has increased each year. However, the percentage paroled of the total released has decreased from 54% in fiscal year 1976 to 43% during the last fiscal year.

Table 4 shows the rate of success of parolees after one, two, and three years since the beginning of this decade. Our success with parolees has been fairly constant as can be seen in the table. Between one-fifth and one-fourth of the parolees are unsuccessful during their first year under supervision, however, only a small percentage of parolees become unsuccessful between the first and second years and the second and third years under supervision.

**TABLE 1**

**BOARD ACTION BY INSTITUTION 1976-1977**

Institution	Parole at Hearings	Parole at Review	Total	Total Number Paroled	Percent of Total
MSP	46%	54%	100%	110	11%
Church Farm*	58%	42%	100%	153	15%
Renz Farm+	82%	18%	100%	51	5%
Moberly	51%	49%	100%	134	13%
Algoa	77%	23%	100%	309	30%
Fordland	81%	19%	100%	52	5%
Halfway House	46%	54%	100%	198	19%
Honor Centers	20%	80%	100%	25	2%
Number of Cases	624	408		1032	
Percent Paroled	60%	40%	100%		100%

\*includes in addition to Church Farm, the men from Renz Farm and Tipton

+includes only women.

**TABLE 2**

**BOARD ACTION AT HEARINGS AND REVIEWS**

	Hearings	Reviews	Total
Paroled	27%	23%	26%
Denied	73%	77%	74%
Total	100%	100%	100%
Number of Actions	2,296	1,744	4,040

**TABLE 3**

**PAROLE VS. COMMUTATION RELEASES FROM DIVISION OF CORRECTIONS**

YEAR	PAROLE	COMMUTATION	TOTAL	NUMBER OF CASES
July 1975 — June 1976	54%	46%	100%	2,041
July 1976 — June 1977	48%	52%	100%	2,146
July 1977 — June 1978	45%	55%	100%	2,198
July 1978 — June 1979	43%	57%	100%	2,413

**TABLE 4**

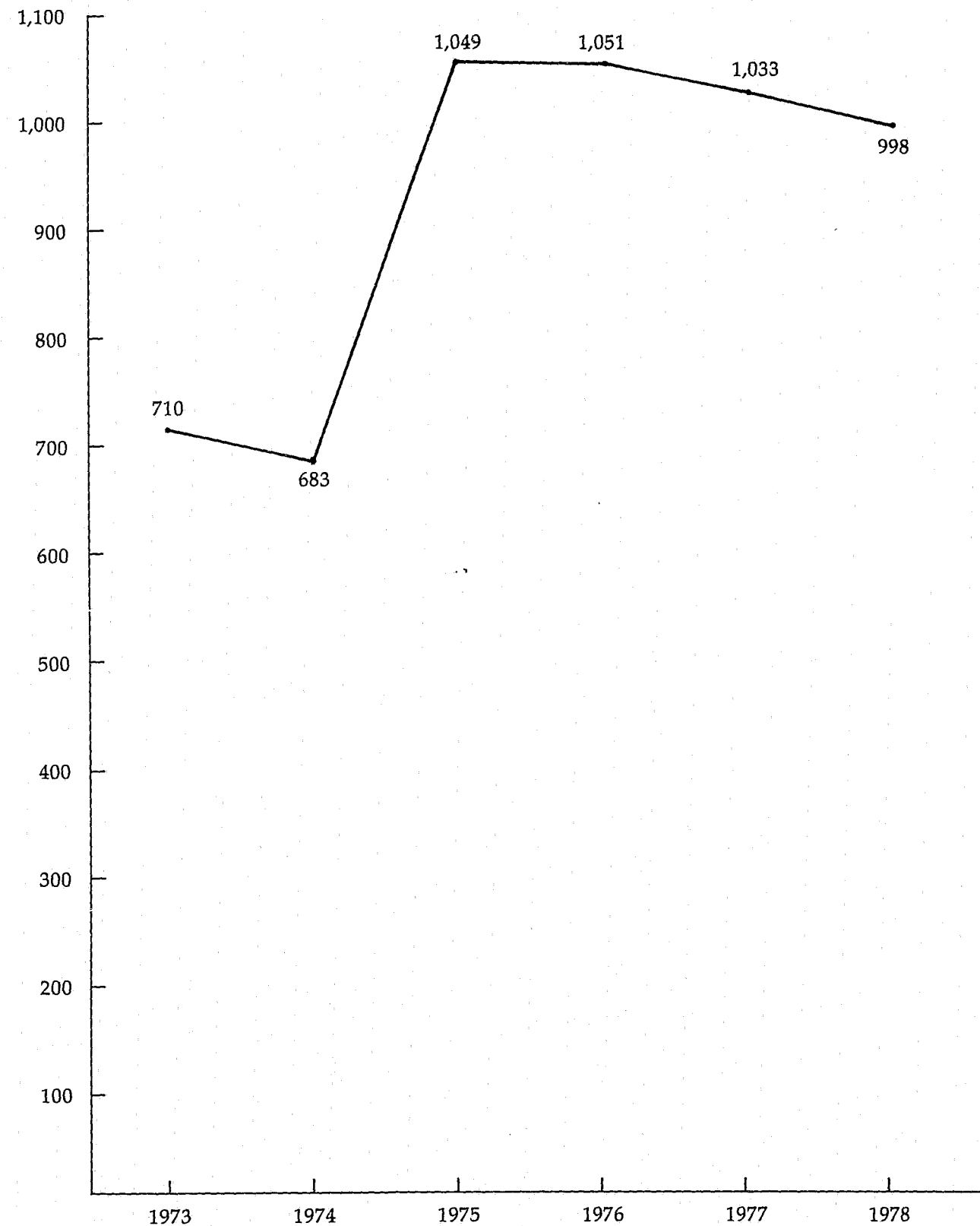
**PERCENT OF MALE PAROLEES WITH SUCCESSFUL OUTCOMES BY CALENDAR YEAR AFTER ONE, TWO AND THREE YEARS**

Year Paroled	First Year	Second Year	Third Year	Number of Cases
1970	75%	72%	71%	687
1971	79%	77%	76%	621
1972	81%	77%	77%	753
1973	81%	77%	75%	692
1974	78%	74%	*	715
1975	83%	*	*	956
1976	77%	*	*	931

\*data unavailable

**FIGURE 1**

**TOTAL PAROLEES BY CALENDAR YEAR PAROLED**



**INTERSTATE COMPACT FOR THE SUPERVISION OF PAROLEES AND PROBATIONERS**

In 1934 the United State Congress enacted the Crime Control Consent Act (Public Law 293, 73rd Congress, 2nd Session; Title 4, U.S.C. 111), which gave consent of Congress to any two or more States to enter into agreements or compacts for cooperative effort and mutual assistance in the prevention of crime and for other purposes. As a result of this action by Congress, the Interstate Commission on Crime drafted the Interstate Compact for the Supervision of Parolees and Probationers in 1937. Today, all States are members of this Compact. Missouri has been a member since 1947. Missouri has also enacted legislation which enables us to enter into Compact supervision with the District of Columbia and Puerto Rico.

This is a legally binding agreement whereby the fifty States serve as each other's agents in the investigation and supervision of parolees and probationers. There are certain Compact forms, including the Agreement to Return Form, which are legally recognized in all States. This allows for the return of a probation or parole violator to the sending state from the receiving, or supervising state without the need for extradition. It also allows their return, without extradition, from any other state.

The probationer or parolee abides by the conditions of his probation or parole from the sending, or originating state, as well as by those of the supervising state. Most of these conditions are fairly uniform, with some states having specific statutes setting up the rules and regulations for probationers and parolees in their state.

This Compact is being used more and more in view of the great mobility of today's population, and has, since its conception, proved its value in the protection of society through the rehabilitation of the offender.

The Interstate Compact has separate membership in the American Corrections Association. The membership has a board of directors, officers, and has two annual meetings to discuss all the problems that each state has and to discuss and plan for new contingencies that always arise in this area. Much time and effort is spent in trying to seek uniformity. Time is spent in discussing various legal decisions and various federal and state statute changes. The Secretariat is provided by the Sam Houston State University in Huntsville, Texas. Since 1947 when Missouri joined the compact, Missouri has had four presidents of the Association. This Compact is effective both in time saved and money spent, and is, in fact, one of the most working units of the American Corrections Association.

**TABLE 5**

**INTERSTATE AND OUTSTATE CASES OPENED  
JULY 1, 1978 TO JUNE 30, 1979**

	Interstate	Outstate
Alabama	10	17
Alaska	6	1
Arizona	26	43
Arkansas	95	114
California	163	183
Colorado	55	29
Connecticut	2	2
Delaware	3	0



Florida	102	67
Georgia	30	11
Hawaii	1	3
Idaho	6	6
Illinois	373	365
Indiana	18	61
Iowa	77	87
Kansas	223	393
Kentucky	14	39
Louisiana	32	42
Maine	0	1
Maryland	5	9
Massachusetts	4	5
Michigan	29	62
Minnesota	18	21
Mississippi	28	21
Montana	8	5
Nebraska	36	38
Nevada	13	9
New Hampshire	1	
New Jersey	20	6
New Mexico	15	14
New York	31	20
North Carolina	30	11
North Dakota	2	
Ohio	29	51
Oklahoma	77	115
Oregon	16	10
Pennsylvania	15	15
Rhode Island	1	1
South Carolina	11	14
South Dakota	8	7
Tennessee	30	53
Texas	193	154
Utah	6	7
Vermont	3	1
Virginia	17	8
Washington	26	16
West Virginia	3	2
Wisconsin	28	18
Wyoming	4	13
Washington, D.C.	0	1
Foreign Country	0	1
Total	1,943	2,172

Interstate — Cases originating in other states but being supervised in Missouri

Outstate — Cases originating in Missouri but being supervised in other states.

## COURT SERVICES

During the past year the Missouri Board of Probation and Parole has increased its services to Missouri Criminal Courts. Two major reorganizations in the courts system and the Criminal Code have caused an impact on the Division this past year. On January 1, 1979 the Court Consolidation Plan became effective. Under this plan the Magistrate Court judges became Associate Circuit Court judges. This change in court structure has affected the power of some judges, types of cases handled and the workload of judges in some instances.

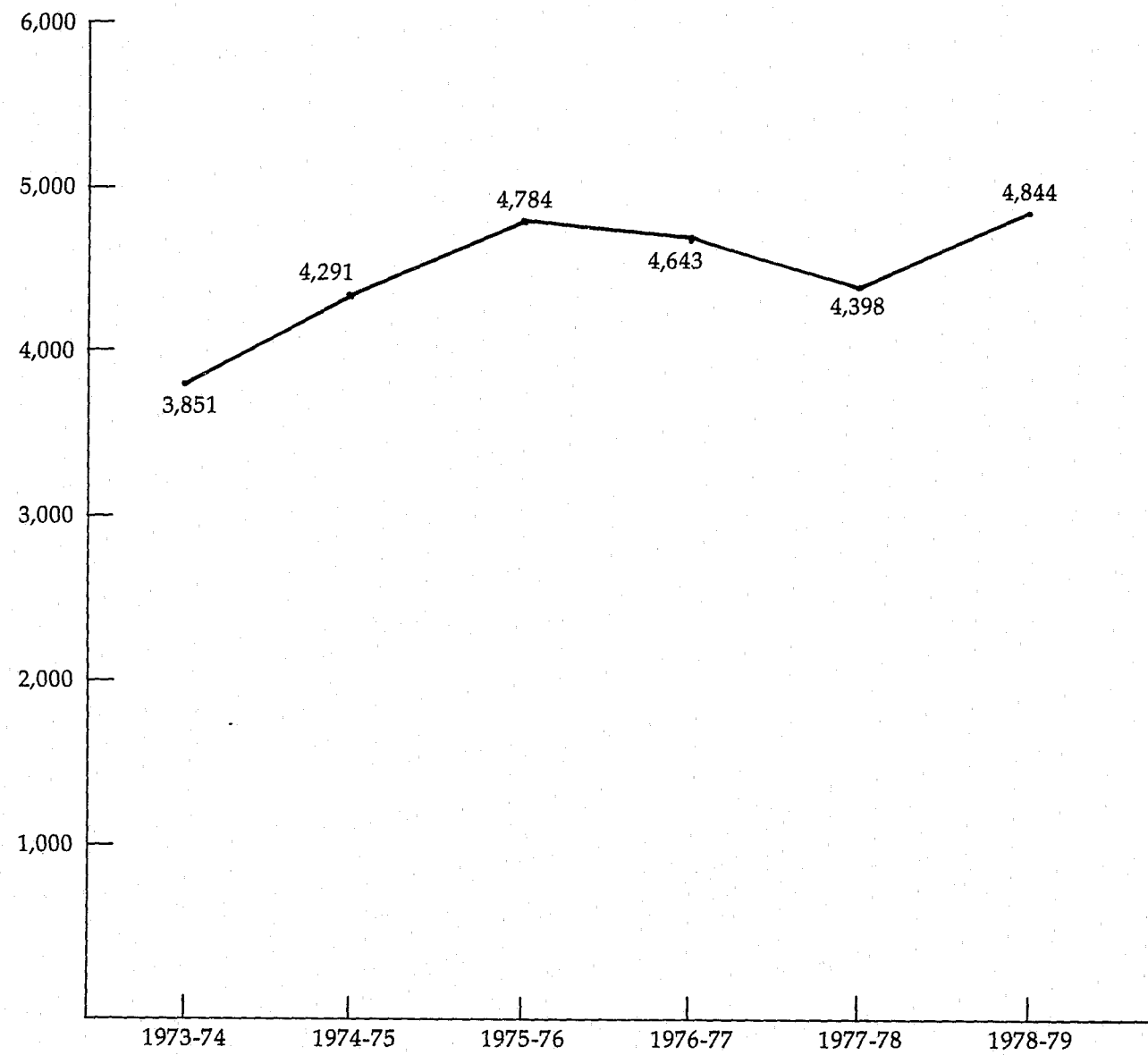
A new Criminal Code took effect for anyone committing a crime after the first day of January, 1979. The new Criminal Code left the powers of the Courts and the Board of Parole essentially the same. Our Division was concerned that a new provision in the Criminal Code requiring that a pre-sentence investigation be completed on all felony cases unless waived by the defendant would cause a large increase in workload for probation officers. Figure 2 shows that pre-sentence investigations have climbed to their highest level. We have seen a gradual increase in the number of pre-sentence investigations completed and requested, especially during the first six months of calendar year 1979. Many cases which came before the Court during this time were the result of crimes committed under the old Criminal Code, therefore, the pre-sentence investigation section of the new Criminal Code did not apply. As more new Criminal Code cases come before the Courts we expect that the Courts will request more pre-sentence investigations. The data we have analyzed for the first six months of calendar year 1979, shows some support for this belief.

Our caseload continues to increase as shown in Figure 3 at the end of fiscal year 1979. We were at the door step to 16,000 cases which was an 11% increase over the previous year. Of even greater concern, however, is the fact that assignments to our Division also reached their highest levels as seen in Figure 3. This is the first year that we have exceeded 10,000 assignments to our caseload. As was stated in last years report we expected a large increase in assignments because of the greater number of Magistrate Court judges, now Associate Circuit judges, which would have to be served after January 1, 1979. Figure 4 which shows probation openings by quarter illustrates this graphically. Felony probation openings have remained relatively constant over the three years charted, However, the misdemeanor probation openings which were increasing gradually, have spurted during the past fiscal year. Indeed, during the last two quarters of fiscal year 1979 felony and misdemeanor probation openings were equivalent. The take over of supervision for the St. Louis City misdemeanor caseload is the major cause of the increase in misdemeanor probation assignments. Figure 5 shows that the circuit court felony probation assignments have shrunk from 52% of our total assignments during fiscal year 1977 to 41% during fiscal year 1979. During the same time misdemeanor probation assignments have increased from 22% to 35%. The remaining case types have contributed a very constant percentage of our total openings.

An additional reason for the increasing number of clients under supervision is the fact that clients are now being given longer probation sentences by judges state-wide. Tables 6 and 7 show sentence length of felony and misdemeanor probation assignments during the last three fiscal years. Table 6 shows that in 1977 42% of the misdemeanor probation assignments received two year probation sentences. This increased to 44% in 1978 and to 48% during 1979. A similar trend can be found in the following table showing felony probation assignments. The percentage of people receiving one year probation decreased from 13% in 1977 to 9% in the last two fiscal years. However, the five year probation assignments increased from 24% to 31%. This trend should compound the problem of increasing assignments because clients will not leave the system as fast as they had previously.

Our Division has been involved for a long time in collecting court costs and restitution from our clients. During the last nine months of fiscal year 1979 we set a goal to track the amount collected between September 1, 1978 to the end of June, 1979. Our Division collected almost \$610,000. About half of this was in restitution to the victims of crime.

**FIGURE 2**  
**PRE-SENTENCE INVESTIGATIONS**  
**BY FISCAL YEAR**



**FIGURE 3**  
**CASELOAD AND ASSIGNMENTS BY FISCAL YEAR**

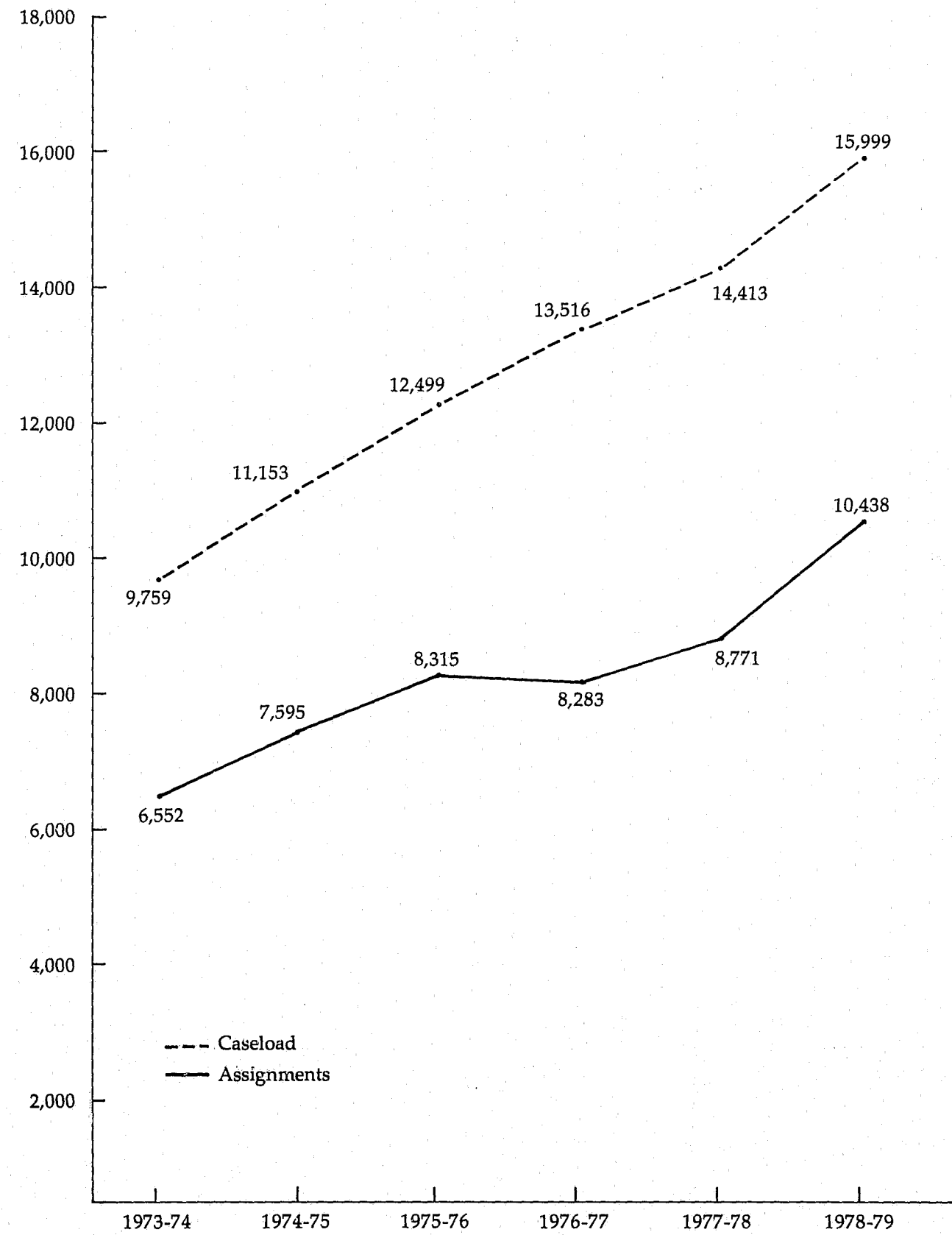
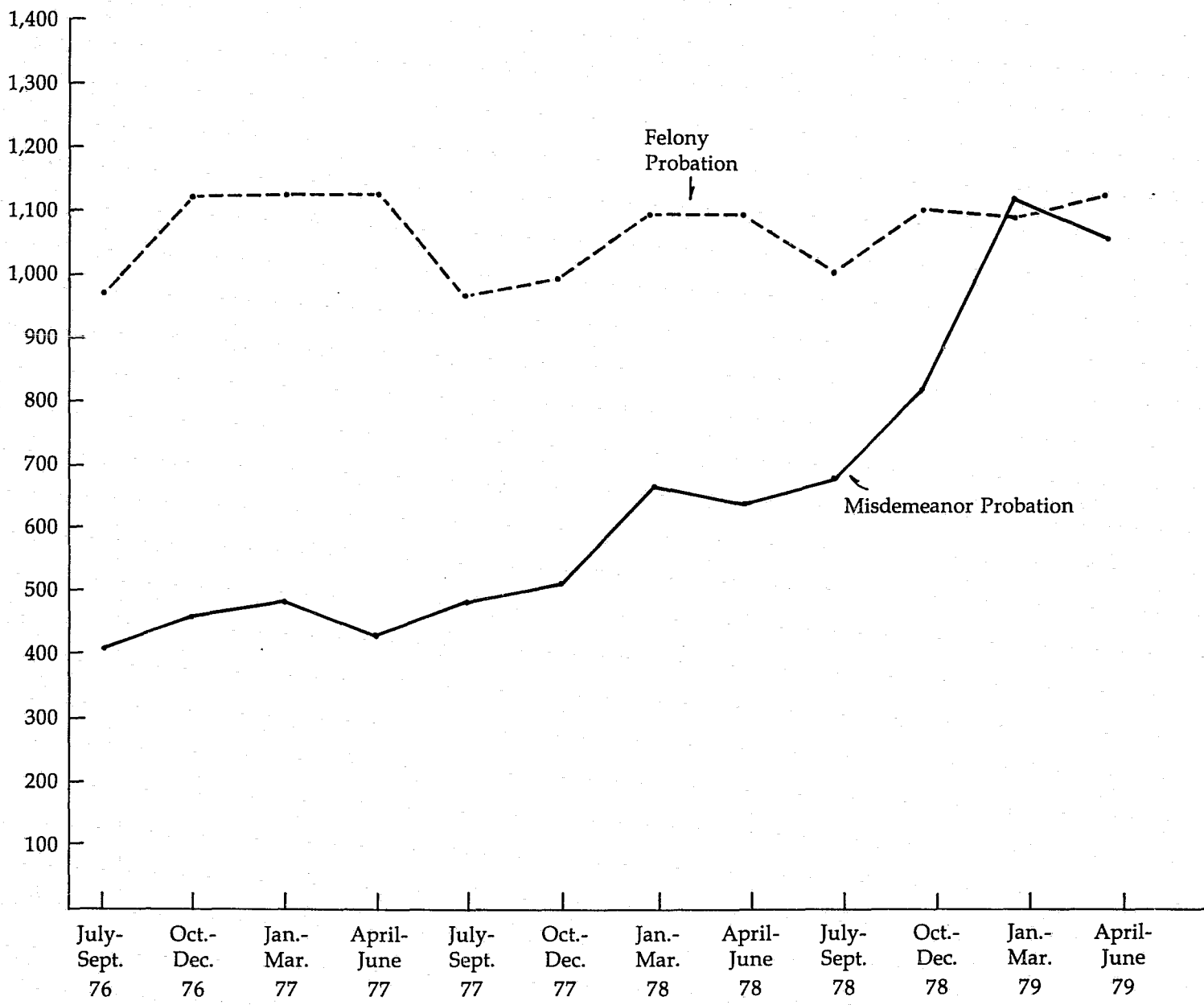


FIGURE 4

PROBATION OPENINGS BY QUARTER



18

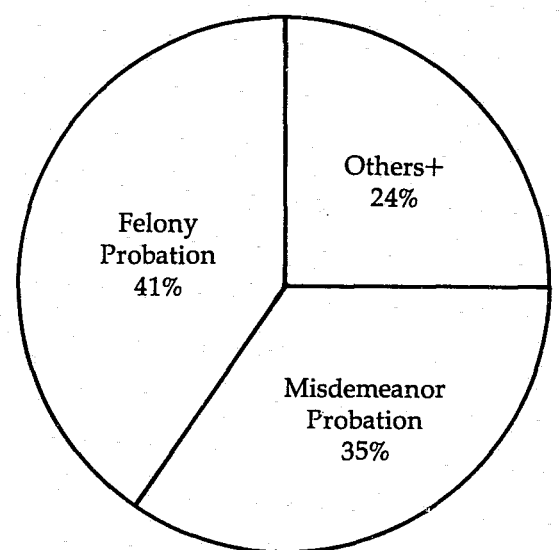
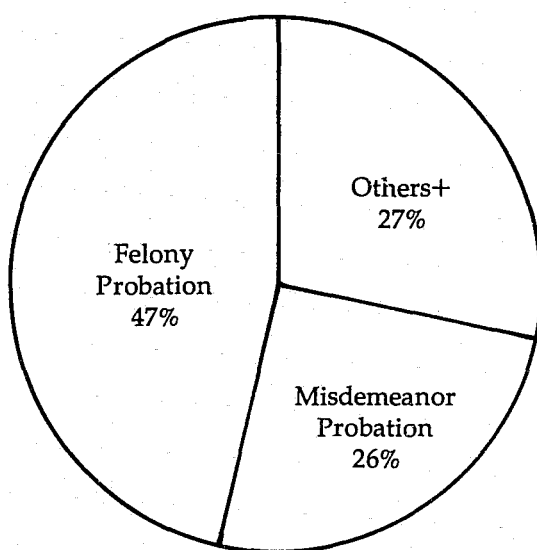
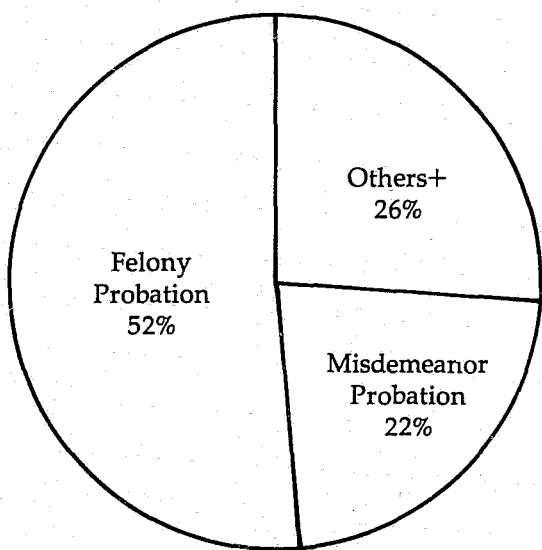
FIGURE 5

CASE OPENINGS BY TYPE OVER TIME\*

July 1976 — June 1977

July 1977 — June 1978

July 1978 — June 1979



19

\*Source: MBPP Monthly Work Analysis Summaries

+Others — includes Board Parole (10% average for 3 years), Interstate (7%), Felony Parole (3%), Misdemeanor Parole (2%), and Deferred Prosecution (4%)

**TABLE 6**  
**SENTENCE LENGTH BY YEAR**  
**FOR MISDEMEANOR PROBATION ASSIGNMENTS**

Sentence Length	Fiscal Year		
	1977	1978	1979
1 year	58%	57%	52%
2 years	42%	44%	48%
Total	100%	100%	100%

**TABLE 7**  
**SENTENCE LENGTH BY YEAR**  
**FOR FELONY PROBATION ASSIGNMENTS**

Sentence Length	Fiscal Year		
	1977	1978	1979
1 year	13%	9%	9%
2 year	35%	34%	34%
3 year	23%	25%	22%
4 year	4%	5%	5%
5 year	24%	27%	31%
Total	99%*	100%	101%*

\*not equal to 100% due to rounding

**FIELD SERVICES**

The state of Missouri has been divided into five field service regions by the Division of Probation and Parole. Each region is headed by a Regional Administrator. In addition, there is an administrator for our institutional offices. All District Supervisors are responsible to the Regional Administrators. All Regional Administrators are responsible to the Chief State Supervisor.

**EASTERN REGION**

The Eastern Region supervises more probation and parole cases than any other region in the state. As of July 1, 1979, they were supervising 5,953 cases. In area and number of counties, the Eastern Region is the smallest region in the state. It is composed of eight counties plus St. Louis City. It is primarily an urban area, although, it becomes more rural as you move away from St. Louis City and St. Louis County.

This region has nine district offices. Seven of the offices are regular supervision and investigation offices. The Community Resource Unit in St. Louis County serves the region as a whole. It is responsible for developing community resources and recruiting volunteers to serve the offices in the region. The St. Louis Pre-Trial office performs investigations on those incarcerated in the St. Louis jail to determine if they should be released on their own recognizance. This service is provided seven days per week, 24 hours per day. The office also handles the supervision of those released on recognizance. The district office in Hillsboro also provides release on recognizance services.

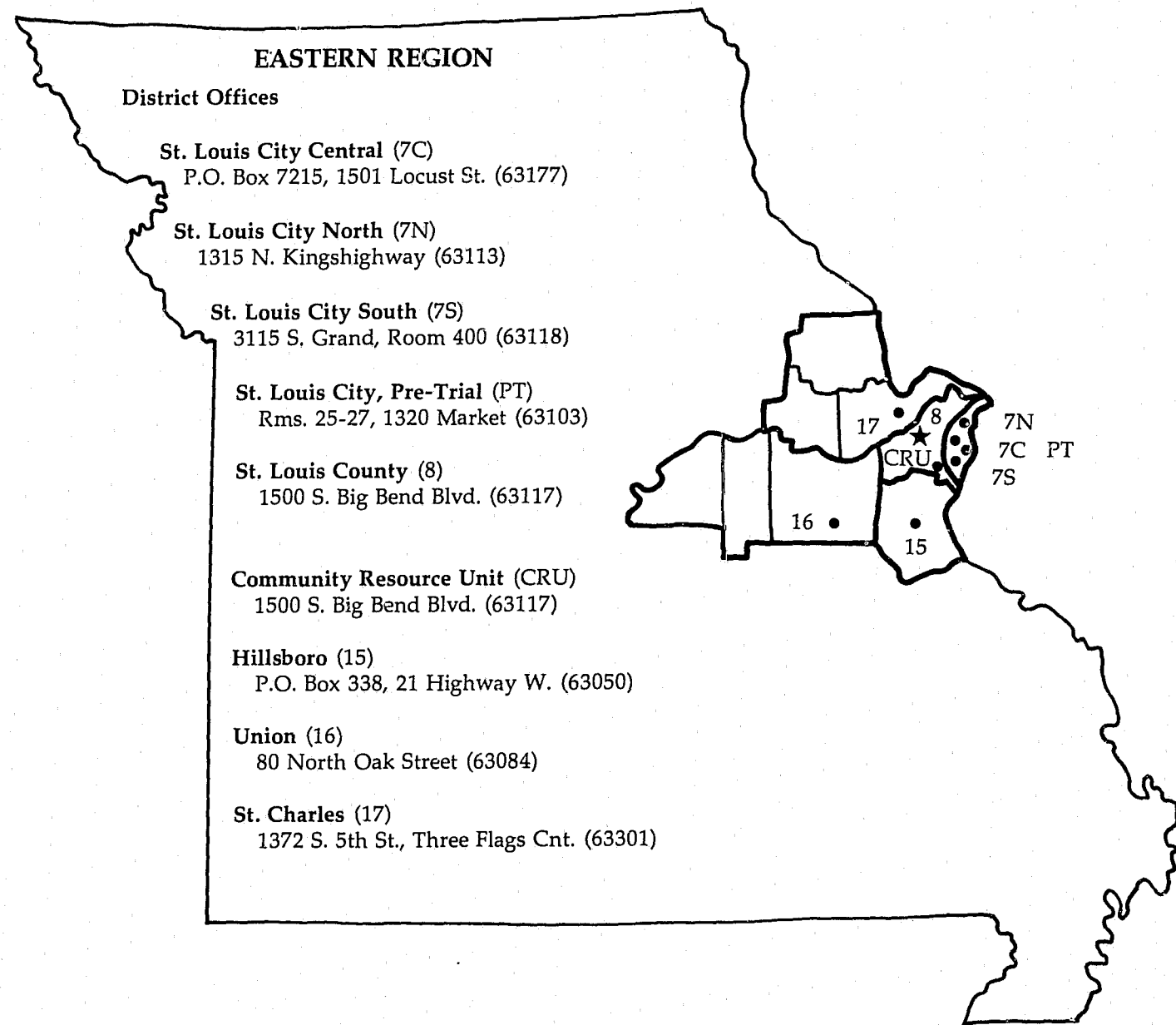
The eastern region provides a wide variety of specialized programs to aid probationers and parolees. All districts provide intake programs for clients at the beginning of their probation period. The program provides the client with information and skills which will allow him to survive in our system and become a responsible citizen. A post-intake program is being run in District 8 which follows the client after he is assigned to his regular probation officer. It continues to work on intake commitments and solutions to problems as well as education.

A representative of the Missouri State Employment Security Division comes to several of the district offices on a regular basis to aid clients looking for employment. Every district office in the region has an employment workshop run by a Vista Volunteer provided by a federal grant. The program is composed of a job-seeking skills workshop and a follow-up period in which counseling and job leads are provided.

The St. Louis County office has been operating under the Management Team approach since 1975. The basic concept is that probation and parole agencies should be responsive to the needs of the client and the people in the community. Probation officers become specialists in such areas as drugs, alcohol, and employment. They are much better able to refer clients to the wide variety of community resources available in each area due to specialization.

St. Louis County District 8 and St. Louis City Districts 7 North and 7 South provide alcohol abuse education programs which provide information on alcohol and its abuses. In the St. Louis County and St. Louis City 7 Central Office specialized alcohol caseload units handle referrals for treatment of alcoholic clients.

The Union office has the Franklin County Alcohol — Drug Related Offenders Program (A-DROP). This program is modeled on the Alcohol Related Traffic Offenders Program (ARTOP). It was set up because of a lack of a community programs addressing alcohol — drug related problems in Franklin County. It is a counter-measure educational program designed to identify, educate, and rehabilitate the alcohol — drug abuser. It also provides referral for treatment. The Union office also had influence in the creation and operation of the Family Forum Program which is a four-week program to help relatives and friends of the problem drinker deal with the alcohol problem in the family.



An ARTOP program is also provided in Jefferson County. It is run by COMTREA (Community Treatment Inc.) which was set up in Jefferson County to provide a residential program for drug abuse clients. The counselors of this program and probation officers work close together to devise a treatment plan to serve the client. COMTREA also provides out-client services. The St. Charles volunteers in Probation and Parole Inc., through a Manpower grant, have established an office in St. Charles to provide out-client counseling and referral services to our clients as well as other county residents.

In District 8, a specialized drug caseload unit handles between 175 and 200 cases. The unit has established a drug education program which provides information on drugs. The program also discusses the relationship between drug use, decision making, and problem solving.

The office in Union provides a financial management education program for people who have been convicted of writing bad checks. The Consumer Credit Counseling Service of Metropolitan St. Louis provides single-session classes to clients in our St. Charles office. These sessions are designed to educate clients on how to handle money and credit.

For over a year, officers from St. Louis City Districts North and South have met twice monthly with psychologists from Malcolm Bliss Mental Health Center. At each session a different topic such as client hostility, client manipulation, or sex offenders is the theme. Officers receive practical advice as they discuss the problems of their current clients. In our St. Charles office, a volunteer psychologist from Lindenwood College administers a battery of tests to those clients seeking new or better employment.

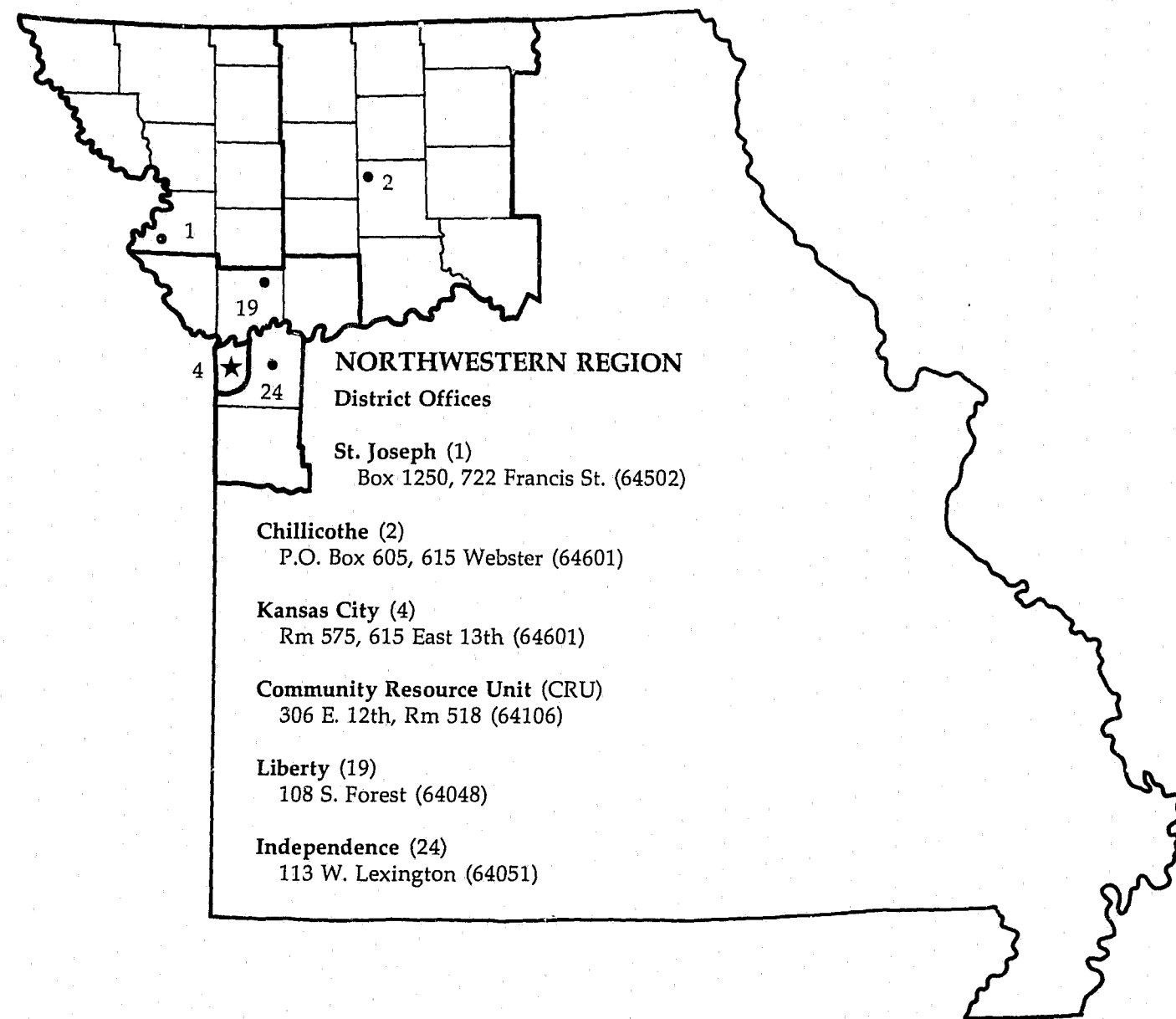
The Adult Basic Education Division of the St. Louis Board of Education provides testing and referral for the clients who are attempting to obtain their GED. The St. Charles office runs a weekly GED class in its office. In addition, the St. Louis City Central office has participated in the Outward Bound Program which promotes client's self-confidence, responsibility, and teamwork through various physical activities.

**NORTHWEST REGION**

The Northwest Region is the second largest in terms of probation and parole cases which are supervised. As of July 1, 1979, there were 4,333 cases being supervised in this region. The region is composed of 25 counties. The main urban area is in Jackson County, which contains two offices in Kansas City and an office in Independence. The region becomes more rural as you move north out of Kansas City. St. Joseph is another urban area.

The region has six district offices. Five of these are regular supervision and investigative offices. The Community Resource Unit in Kansas City serves the region as a whole. It is responsible for developing community resources, recruiting and training volunteers to serve the offices in the region. Most of its work is concentrated in Jackson County because of the location of the caseload.

The Northwest Region is involved in a wide variety of specialized programs to aid probationers and parolees. The Kansas City office has a Pre-Trial Release Unit which performs investigations on individuals to determine if they should be released on their own recognizance. In conjunction with this program, there is a Pre-Trial Diversion Program which supervises clients that have been diverted from prosecution.



The Kansas City office provides an Intake Program for clients at the beginning of their probation. The program provides the clients with information and skills which will allow them to survive in our system and become responsible citizens.

The districts in this region are involved in several programs to help their clients find employment. The Manpower office in Independence, Missouri, and Pioneer Community College in Kansas City, Missouri, provide job readiness programs which focus on teaching clients job seeking skills. The Women's Resource Service at the University of Missouri in Kansas City, Missouri provides job training for women entering the labor market. Jackson County Jail has a Model Inmate Work Release Program, (MIEP). The Division of Probation and Parole can request that inmates be allowed to enter the program. Classes in life and coping skills are given. After several weeks a full time job is found by the client. The inmate, after his days work, returns to the Jackson County Jail to spend the night.

In Kansas City there is a drug screening panel composed of representatives from TASC, Renaissance West, and NARA/DPSP. The panel screens on a weekly basis, Jackson County inmates only who have been referred to them by jail screeners, attorneys and probation and parole officers. The Public Defender's Office and the Jackson County Prosecuting Attorney's Office are included in formal notification of panel decisions.

Four of the five supervising offices in the Northwest Region administer very effective programs to encourage payment of court cases and restitution by clients under supervision where this was a condition of their release. The offices of the region benefit from the services of halfway houses that provide for clients residential treatment, especially in the area of substance abuse.

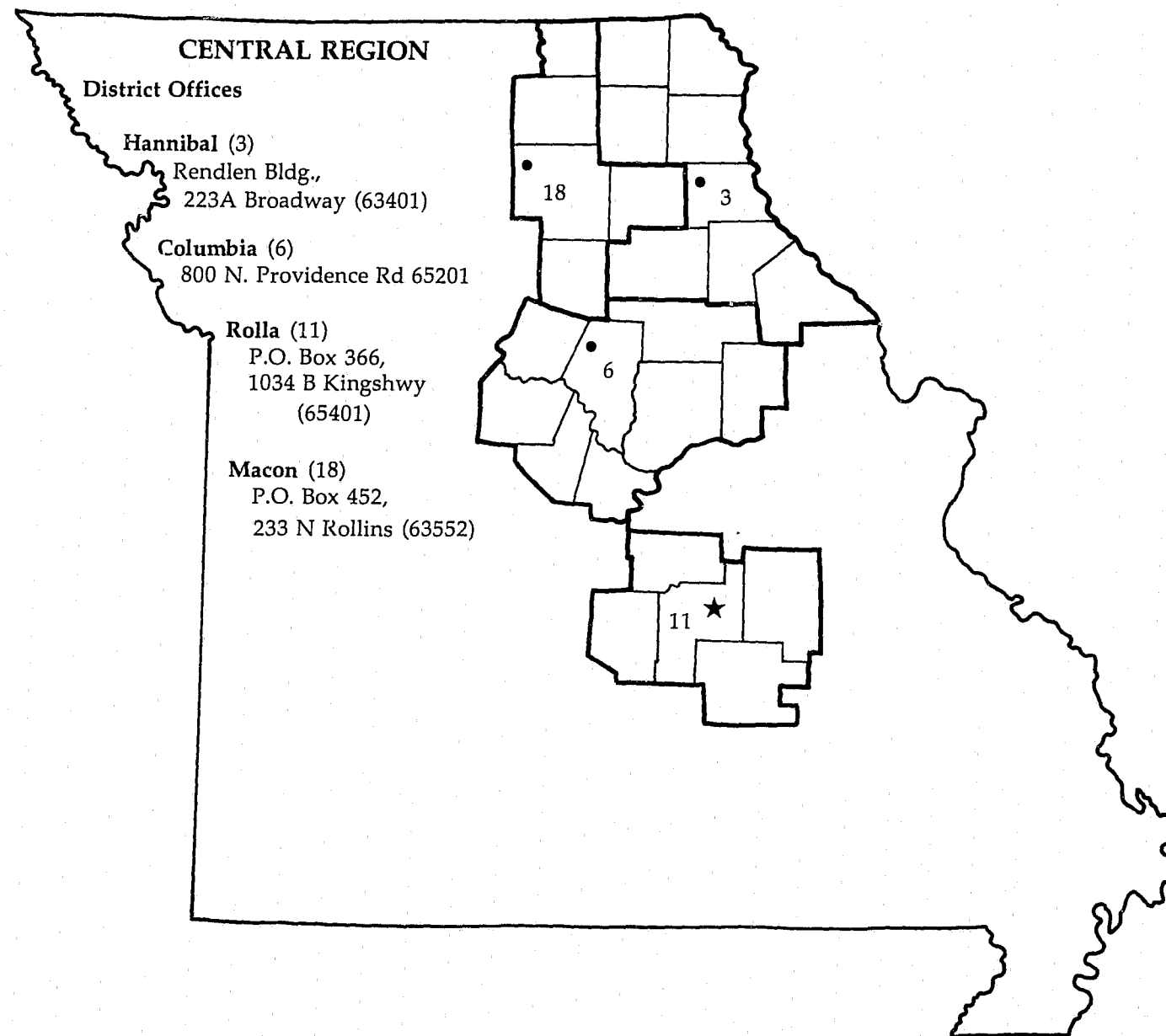
### CENTRAL REGION

As of July 1, 1978, the Central Region was supervising 1,775 cases. There are 26 counties served by district offices in this region. The area includes Jefferson City, the capital, and Columbia, the site of the main branch of the University of Missouri. The main population centers are Hannibal, Rolla, and the Jefferson City-Columbia area. The rest of the region is primarily rural.

The four district offices are regular supervision and investigation offices. The Columbia office has a release on recognizance program. The Central Region provides a variety of specialized programs to aid probationers and parolees. The Columbia office has set up a Prison Experience Tour. About seven felony probationers are taken on a tour of the maximum security prison in Jefferson City. Two inmates provide an unescorted tour for the probationers. The aim is to have the probationers experience the prison where they will be confined if they continue their criminal involvement and have their probation revoked. All offices have implemented a Group Intake Program for their counties.

On December 15, 1977, the Columbia office initiated an Alcohol Education Program to educate individuals under supervision, who have been identified as having a negative relationship with alcohol through the use of films, lecture material and group discussion. This program's primary intent is to present a realistic view of the personal, legal, medical and social evaluations that will hopefully assist an assigned individuals probation officer in determining whether or not additional alcohol treatment or counseling should be a consideration of this individual's supervision.





The Central Region also uses community resources, especially in the areas of alcohol and drug abuse. The Central Ozark Drug Alternative Program was started in Phelps County because an increase in drug abuse in the area has notified the community of the pressing need to develop a program. The program provides education and counseling and has been found to be very helpful. The Family Counseling Center in Columbia provides services to both the alcoholic and his family. In the Macon office, Alcoholics Anonymous and AL-ANON are used for referrals. Finally, the Crossroad in Fulton and the Phoenix House in Columbia provide residential programs for the alcoholic which provide counseling in several different areas.

The Carter Alcohol and Drug Abuse Center in Hannibal provides residential treatment for the alcoholic and drug abuser. Hannibal Alcohol and Drug Abuse Council provides out-patient services. Mark Twain Mental Health Center provides both residential and out-patient treatment for mental health as well as alcohol and drug abuse. Northeast Missouri Shelter Workshop and Phelps County Sheltered Workshop provide employment for the retarded offender and the Regional Diagnostic Centers provide diagnostic services. The Macon County Counseling Center provides counseling mental health, child and family counseling, as well as drug and alcohol abuse.

A Group Unemployment Program has been implemented in Pulaski County and the Macon Office has experimented with Alcohol Awareness Groups and also Unemployed Client Groups, looking at skills necessary to applying for employment, etc.

**SOUTHEAST REGION**

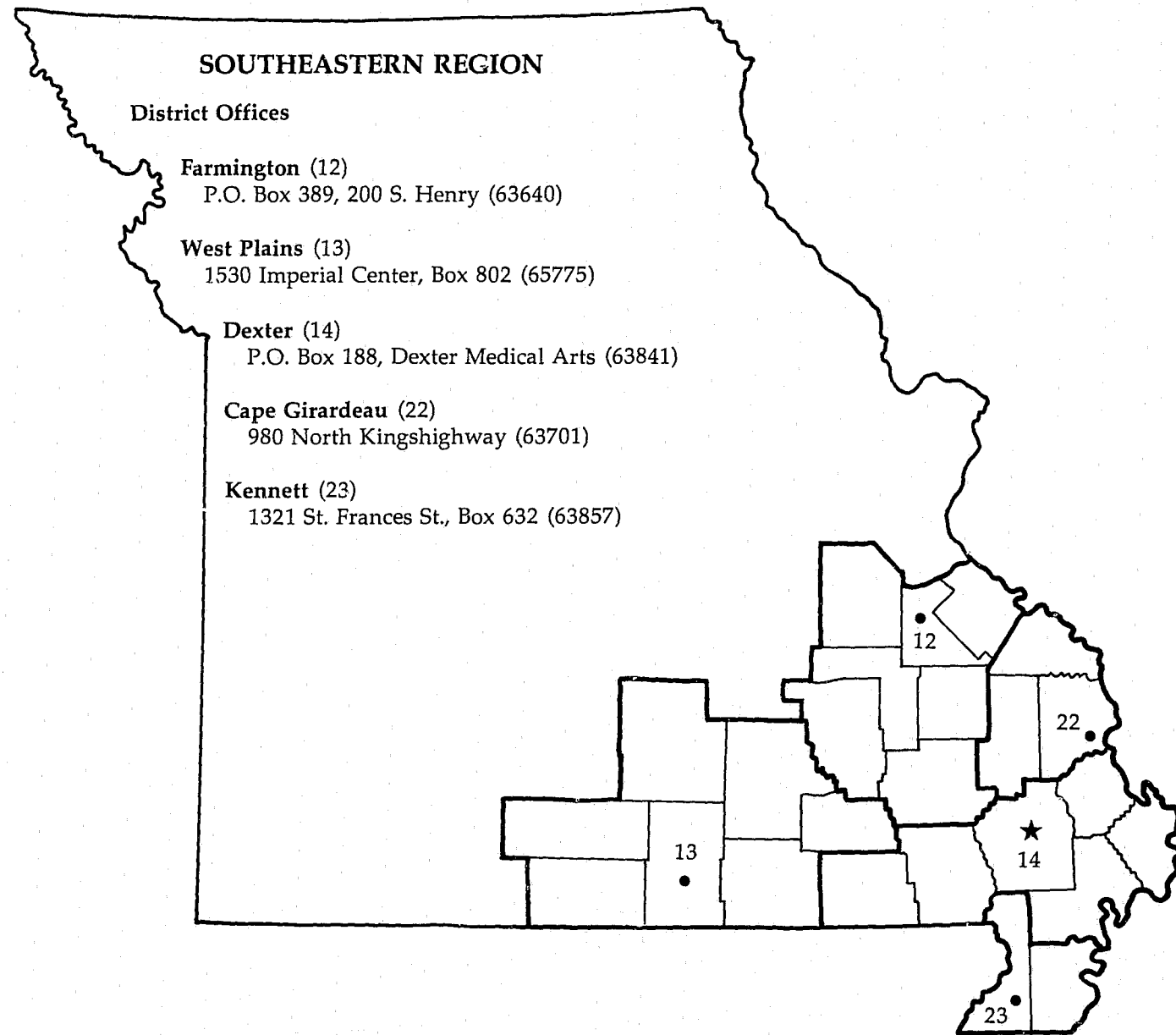
The Southeastern Region had 2,051 cases under their supervision as of July 1, 1979. The region is primarily a rural area comprised of twenty-five counties.

This region has five district offices, all of which provide supervision and investigation among its many other services to the community. In Cape Girardeau, District No. 22, pre-trial services are offered. Investigations are performed on those individuals incarcerated to determine if they should be released on their own recognizance under the supervision of this division pending adjudication. In addition, the Cape Girardeau staff also supervises cases which have been assigned to our agency through deferred prosecution. There are a minimum amount of pre-trial services offered in other districts throughout this region.

The district offices in this region utilize a variety of community resources to aid probationer and parolees. In Farmington, the East Missouri Action Agency, Inc., provides family planning and homemaker services. It also runs the Department of Housing and Urban Development Rental Assistance Program and the Headstart Pre-School Program. This agency also conducts the Alcohol Related Traffic Offender Program (ARTOP). The William Howard Mormon Halfway House is located in Farmington and provides a full-range of services for clients referred by the courts throughout the region and adjacent counties.

The Halfway House also receives several clients from the Missouri Division of Corrections and is qualified to receive federal parolees. The Alcohol and Drug Treatment Unit at State Hospital in Farmington also is used extensively by the staff throughout the region. The Alcohol and Drug Treatment Center provides both in-patient and aftercare services to the substance abuser.

The St. Francois Mental Health Center located in Cape Girardeau is frequently utilized for those clients requiring out-patient counseling. The Mid-America Teen Challenge is a religious-based counseling program which maintains a residential setting near Cape Girardeau. Any cases which are sent to this program from throughout



the state are assigned to our Cape Girardeau Office. The CETA Program Skill Training Center is located in Sikeston, Missouri, and frequently is used for referral. A number of trade skills are taught at this center. The Tri-County Mental Health and Substance Abuse clinic is located in Sikeston with branch offices in Benton and Dexter, Missouri. A number of our clients are referred to the Tri-County Mental Health Clinic for out-patient counseling. Near Puxico, Missouri, the Mingo Job Corps Center affords opportunity for many referrals, not only in this region but throughout the state. Clients referred to and received by this center are supervised by the Dexter, District No. 14 Office.

The South Central Rehabilitation Center is located in West Plains, District No. 13. This facility offers residential and out-patient treatment to the alcohol abuser. Many are referred from the region, but the catchment area extends beyond our regional boundaries and referrals from other areas are supervised by the West Plains staff.

The Delta Area Economic Opportunity Corporation provides services to the economically disadvantaged in six counties. This agency is primarily concentrated in the Bootheel section of the region. Employment counselors from this program provide referrals and training for our clients. In Cape Girardeau and Poplar Bluff, the 70,001 Education and Employment Program serves high school dropouts by providing training and job referrals. The State Employment Security Offices are utilized extensively throughout the region and the Vocational Rehabilitation counselors are frequently involved in the planning for clients while under supervision. Throughout each district, extensive use is made of the GED Programs and other public and private training facilities to enhance the client's potential.

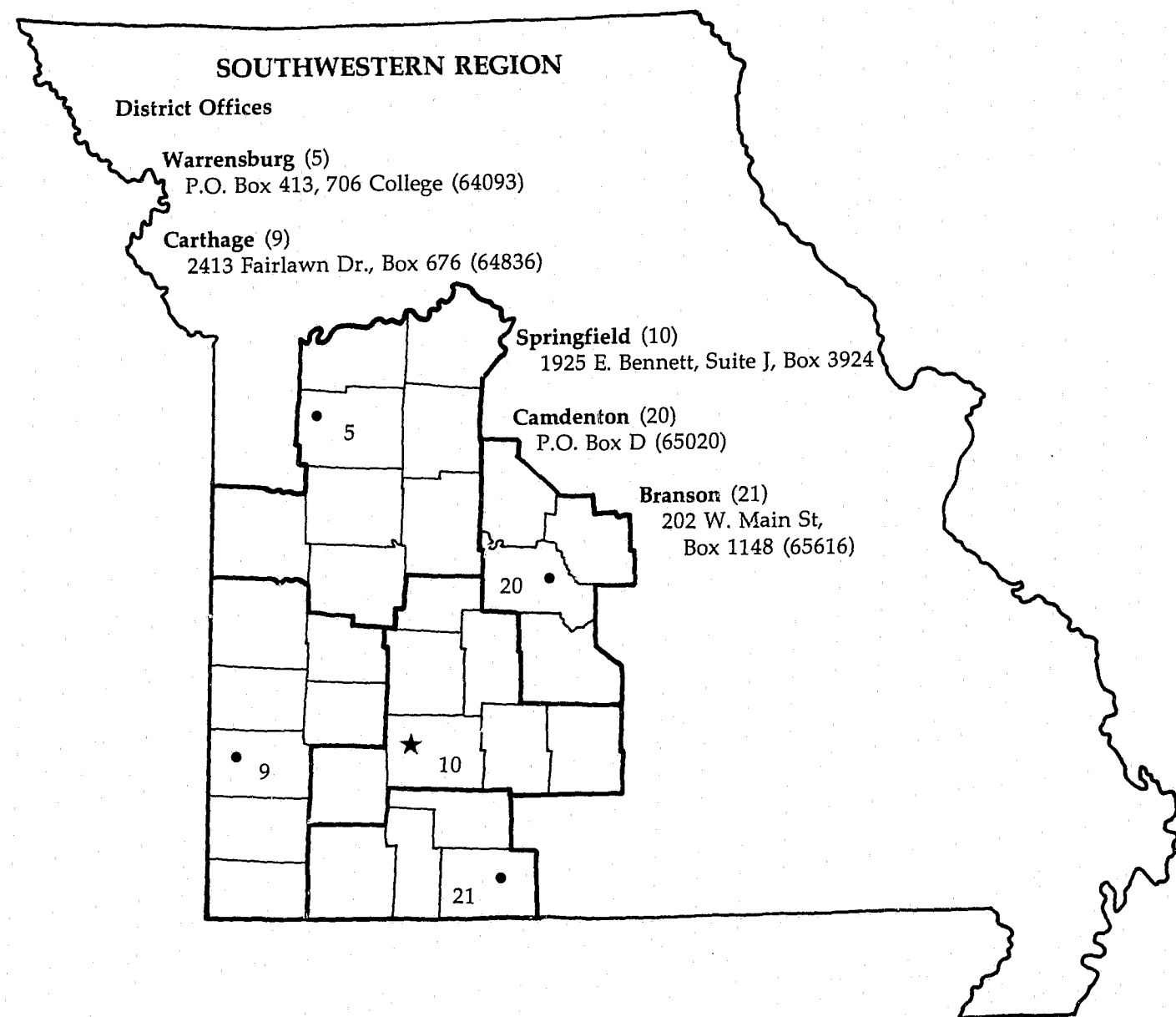
**SOUTHWESTERN REGION**

There were 2,290 cases supervised in the Southwest Region as of July 1, 1979. The Southwest Region includes 30 counties, more than any other region of the state. The urban center for the area is Springfield. The rest of the region is primarily rural. The region includes several vacation/resort areas of the state.

This region has five district offices. All serve as regular supervision and investigation offices. The Springfield, District 10 office performs investigations on those incarcerated five days per week to determine if they should be released on their own recognizance. The offices in Branson, Carthage and Springfield also provided supervision for cases which have been given deferred prosecution through agreement between our agency and the prosecuting attorney.

The Southwest Region provides a variety of specialized programs to aid probationers and parolees. The Branson, Carthage, Warrensburg, and Springfield offices provide an Intake Program for clients at the beginning of their probation period. The program provides the client with information and skills which will allow him to survive in our system and become a responsible citizen. At the Springfield office's Intake Program possible early signs of alcohol problems are determined. The Carthage office conducts an employment group which teaches probationers and parolees job seeking skills.

The Carthage office has also become actively involved in the identification and referral of clients with alcohol problems under their supervision. The officers in this district asked judges for their support in helping alcoholic clients. Now judges do not hesitate to impose a special condition of probation which requires attendance at Alcoholic Anonymous meetings after this has been requested in a presentence investigation or in subsequent violation reports. The local Alcoholic Anonymous Chapter in Carthage is now giving a program for our clients at our office. This program has worked very well. Our district 21 office in Branson is also developing a plan with the local Alcoholic Anonymous Chapter to provide a special group for our clients. Also in Branson there are plans to establish a group for employment counseling for referrals in the area for when the need arises.



The Branson, Warrensburg, and Springfield Districts actively participate in the Intern Program involving students taking an active role in each of these districts from local colleges. The Warrensburg District has actively recruited volunteers in handling entire minimum caseloads in that district.

## INSTITUTIONS

In Missouri, the state prisons are the responsibility of the Division of Corrections. The Division of Probation and Parole is a separate division which has four institutional parole offices inside the prisons. All of the institutional parole offices are located in prisons in the central Missouri area. However, they service all of the institutions of the Division of Corrections.

During the last fiscal year, the institutional parole officers completed 4,040 investigations on inmates of Missouri state prisons. These investigations are used by the Parole Board as aides in their decision-making on parole release. The institutional parole officer makes an attempt to evaluate the inmate's progress and readiness for parole for the Parole Board.

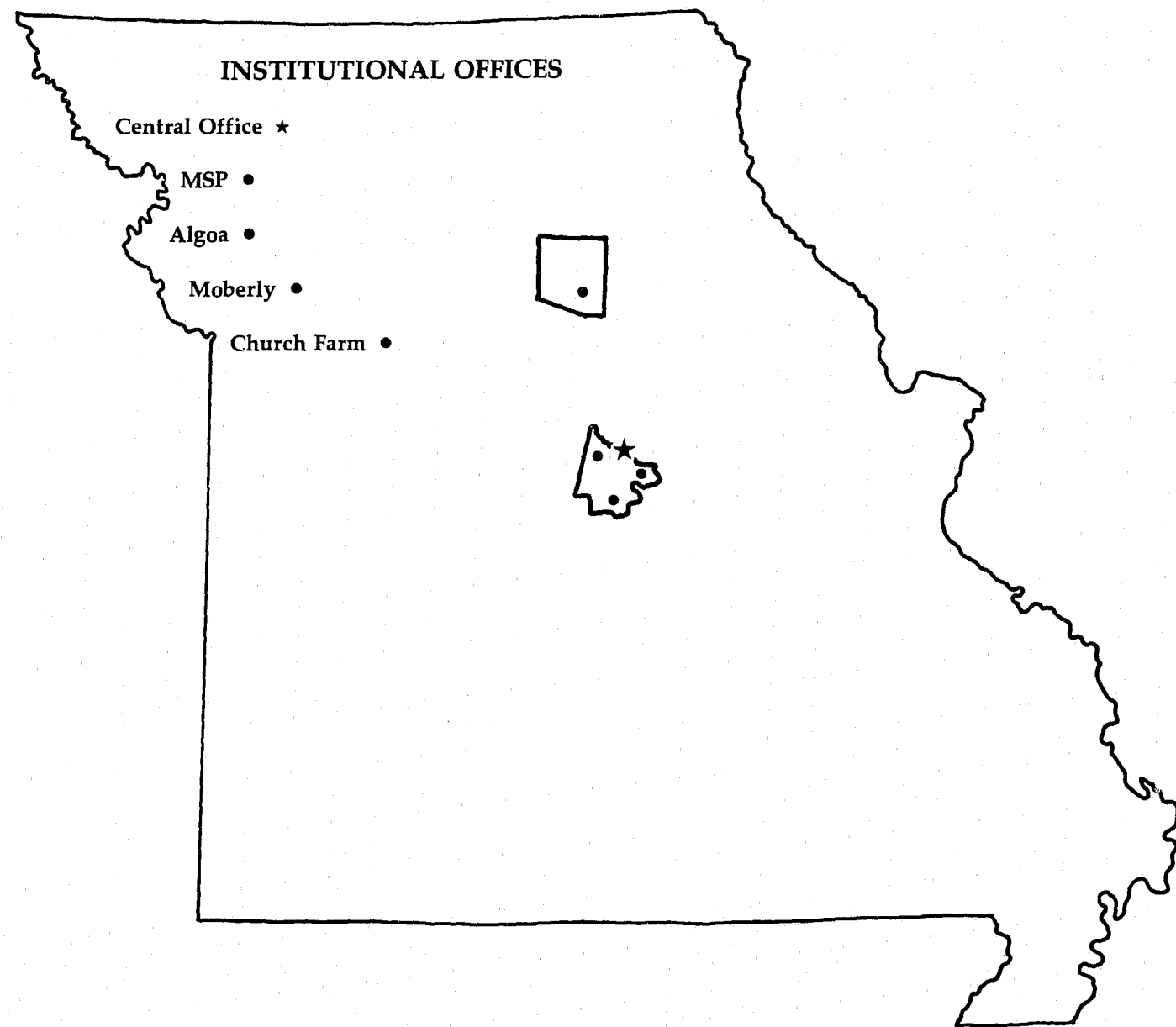
If the Parole Board desires to parole an inmate, the institutional parole officer aides the inmate in developing a parole plan if he has none. When the plan is formulated, it is sent to the field staff to be investigated.

If the Parole Board decides to parole an inmate, it is the institutional parole officer's job to inform the inmate about what will be expected of him on parole. He goes over the parole rules and discusses individual problems that an inmate may have.

## TRAINING

Training was held for most of the new staff during the first six months of fiscal year 1979. Forty-five new staff completed all four training sessions during that time. In addition some journeyman training was conducted in Probation and Parole Law during the first six months of the fiscal year. One major crisis that affected training during this past year was the inability of the agency to generate enough Title XX funds, thus training had to be curtailed during the second six months of the fiscal year.

Plans for the training for fiscal year 1980 include the continuation of the new staff training and the four components which are as follows. "Probation and Parole Law and the Criminal Justice System" — this particular week of training covers two areas of information that are important to the Probation and Parole Officer. The law section covers court decisions, statutes, supreme court rules and policies that relate to this law. The second component of this section is the emphasis on the criminal justice system and how probation and parole relates to the different areas of that system. This training is given by volunteers from police departments, Prosecuting Attorney's Offices, the Courts, and Defense Attorneys. The second week of new staff training is entitled "Community Resource Development and Special Treatment Areas." Officers are taught how to work with the chemically dependent offender. They are also taught how to recruit, screen, and manage volunteers and interns. In addition, the training has a field experience in accessing Community Resources. All of this is focused toward the utilization of the Progress Report to plan for client needs. The third week of training emphasizes interviewing skills and diagnostic report writing. The trainee learns interviewing skills, active listening, how to improve personal communications and awareness of appropriate change agent philosophy, strategy, evaluation. The second component of this week deals with the recognition of inter and outer containments in an offender's life and how to report these to the court in the format of a Pre-Sentence Investigation.



The training for new staff for this fiscal year should be completed by December, 1979. The second half of the fiscal year will primarily focus on journeyman training. The journeyman training will be for the Probation and Parole officer who has at least one year of service with the agency. The areas to be covered under journeyman training include programs on Chemical Dependency, Crisis Intervention, Family Counseling, Employment Counseling, and Probation and Parole Law. Some special things will happen with Family Counseling Training. This program will train about 30 Probation and Parole officers. They will return to their regional areas and develop regional workshops in order that all staff might develop Family Counseling techniques during this fiscal year. The Employment Counseling Session will focus primarily on the area of Career Development in helping the client find an acceptable vocational career. In addition to the journeyman training all middle management and administrative staff will be taking advantage of the Department of Social Services Management Training Program during the fiscal year.

### PRE-TRIAL PROGRAMS

In an effort to more effectively accomplish our mission, the Division of Probation and Parole is continuing to develop programs which provide services at the earliest possible time that an individual enters the criminal justice system. This is based upon evidence which indicates that early intervention increases the probability for success with the individual.

Traditional bail bond procedures and prosecution of all defendants in the same manner have not provided satisfactory solutions. There is a growing awareness that diverting many defendants from the criminal justice system provides advantages not only for a given individual but for society as well. Such programs not only help to make for a more equitable system of criminal justice but their success attests to the need to develop further alternatives to traditional approaches.

During 1978 we gathered information on the number of individuals being released on bond by location and the number of days these individuals were held in jail. We were not able to gather a great deal of useful information. The Missouri Council on Criminal Justice is planning to prepare a grant to provide the resources to collect this information.

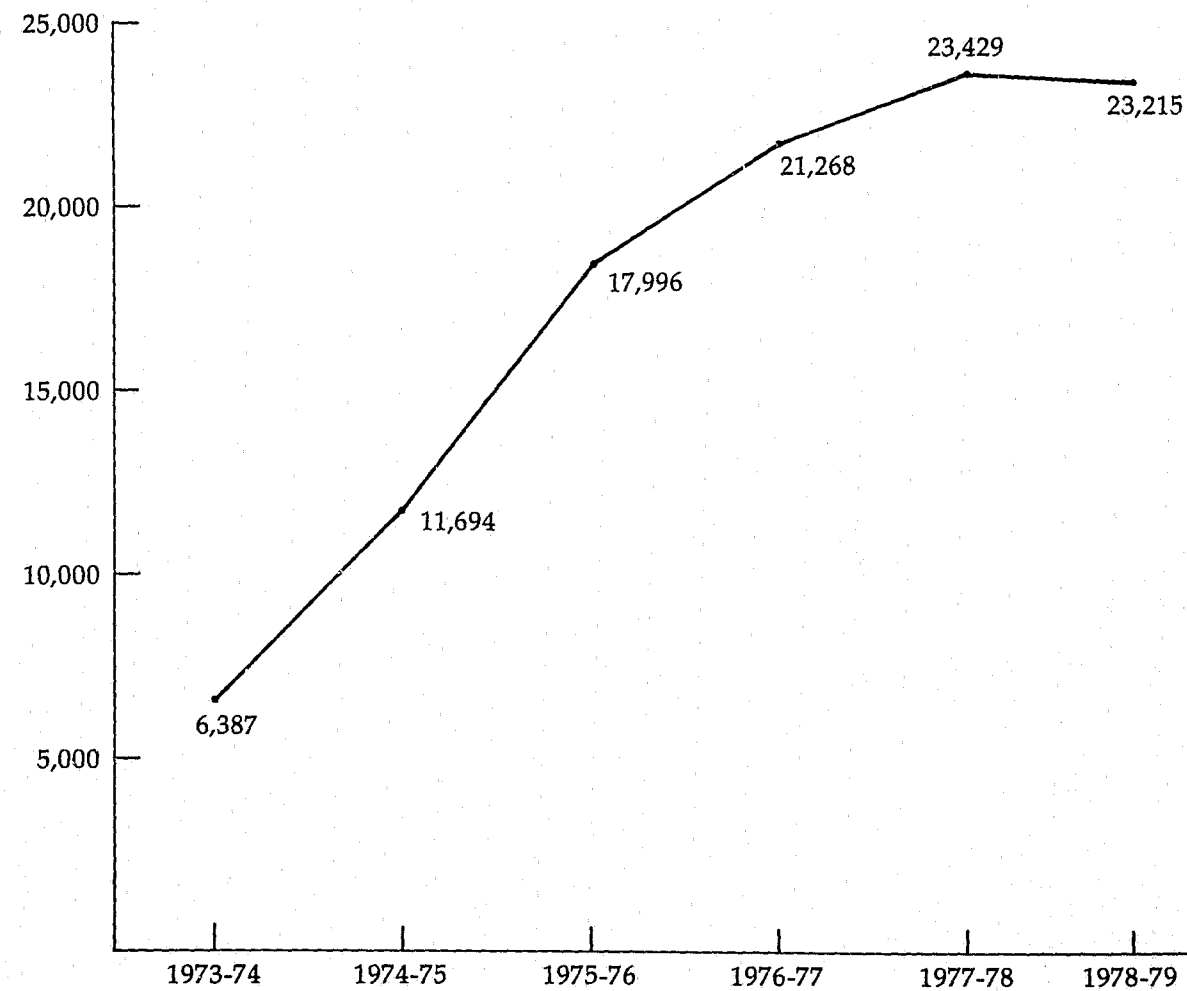
### PRE-TRIAL RELEASE (RECOGNIZANCE)

A major function of recognizance programs is to afford defendants charged with a misdemeanor or felony consideration for release, regardless of financial condition. Eligibility is determined through an investigation conducted by an officer of the Board of Probation and Parole. An interview with the prisoner takes place, focusing on such things as past social history, length of residence in the area, employment and past criminal history. An effort is made to determine if the prisoner has problems with drugs, alcohol, any past mental problems, or physical disabilities. This information is then investigated by contacting family, close friends, employers, etc. The investigation normally takes approximately two or three hours, contingent upon a number of factors such as accessibility of family and employer.

As can be seen in Figure the number of recognizance investigations has increased steadily until this past fiscal year. It appears that with the current program structure in six areas we have reached a plateau of maximum capacity. However, only the St. Louis City programs provides service day and night seven days per week. The Division intends to request additional staff to expand the program in Kansas City by offering service for a greater number of hours.

The next task in Pre-Trial Release programs is the supervision of clients awaiting trial. The Division has found that only a small percentage of defendants granted release willfully fail to appear in court. The number of cases under supervision at the end of fiscal year 1979 increased by about 10% over last year. However, the number of cases received for supervision during the calendar year dropped by about one-third. The main source of this decrease in receptions is in St. Louis City.

**FIGURE 6**  
**TOTAL RECOGNIZANCE INVESTIGATIONS**  
**BY FISCAL YEAR**



**TABLE 8**  
**RECOGNIZANCE CASELOAD**

	Cases Under Supervision 6/30/79	Cases Received 7/78-6/79
Cape Girardeau	12	47
Columbia	24	50
Hillsboro	75	71
Kansas City	108	312
Springfield	23	47
St. Louis City	820	3,014
Total	1,062	3,541

**PRE-TRIAL RELEASE**  
**(DIVERSION — DEFERRED PROSECUTION)**

While diversion may occur at many points as a case progresses through the criminal justice system, as the term is used in this statement, it refers to halting or suspending formal criminal proceedings against a person by means of the prosecutor holding formal charges in abeyance and placing the individual under the supervision of the Missouri Board of Probation and Parole. This may or may not be done in concert with the Court.

There have been types of diversion programs in operation for sometime in Missouri. However, they were established and operated by private groups or as federal government projects without any statewide coordination. At this time there are five areas throughout the state of Missouri which are utilizing the Deferred Prosecution Program. These areas include Branson, Cape Girardeau, Carthage, Kansas City, and Springfield.

No matter what efforts are made to expedite the criminal justice process, requiring conviction before referral significantly delays the offenders entry into any treatment program. It is felt that with many of our clients the sooner they become involved with our Division after arrest the better the chances of rehabilitation.

With the prosecutor staying and dismissal of charges possible, the defendant avoids the stigma and adverse consequences of the criminal conviction and expenses associated with prosecution. As this diversion program operates at any early point in the criminal process it avoids the necessity for some formal proceedings, therefore, saving in court costs and court time. It would surely have some effect on crowded court dockets. Diversion also has the benefit of broadening the resources and alternatives that can be used in dealing with the offender.

These services could be expanded to other areas of the state. In early 1978 we completed a study of cases assigned circuit (felony) probation. Using the same strict criteria for entrance to diversion we found that about one-fifth of these cases would have been eligible for the program. An additional one-fifth of circuit probation cases might have been eligible for diversion depending on interviews to discuss minor problems.