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

Chapel of Hope Ministries, Inc.

October 2, 2000
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EXECUTIVE SUMMARY

Introduction

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

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

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

Current Situation

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

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

Proposed Solution

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

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

Benefits of the Solution

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

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

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1 Using a conservative four-percentage point reduction in recidivism the chapels reduce future incarceration costs enough to pay for the construction of the chapels including their annual expenses after just over 3 years of operations. Every year thereafter, the future savings from reduced recidivism exceed annual operating expenses and generate taxpayer savings.
chapels will avoid over $20 million in incarceration expenses for a net savings of over $14 million.

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

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

- Adult Arrests Continue to Exceed 900,000 Annually ................................................................. 4
- Inner Cities and Metropolitan Areas Account for the Majority of the Inmate Population ........ 5
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Adult Arrests Continue to Exceed 900,000 Annually

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

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

2 Source: Population data—Texas State Data Center (TSDC), Texas A&M University, 1998 update.
3 Source: Arrest data—Texas Department of Public Safety, Uniform Crime Reports. Arrest numbers are for adults, defined in Texas as persons age 17 and older.
Inner Cities and Metropolitan Areas Account for the Majority of the Inmate Population

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

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

Prison Populations Have Increased and Are Expected to Stay High

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

<table>
<thead>
<tr>
<th>INCARCERATED POPULATION</th>
<th>CAPACITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total TDCJ</td>
<td>Total TDCJ</td>
</tr>
<tr>
<td>Actual</td>
<td>Aug-88</td>
</tr>
<tr>
<td></td>
<td>Aug-89</td>
</tr>
<tr>
<td></td>
<td>Aug-90</td>
</tr>
<tr>
<td></td>
<td>Aug-91</td>
</tr>
<tr>
<td></td>
<td>Aug-92</td>
</tr>
<tr>
<td></td>
<td>Aug-93</td>
</tr>
<tr>
<td></td>
<td>Aug-94</td>
</tr>
<tr>
<td></td>
<td>Aug-95</td>
</tr>
<tr>
<td></td>
<td>Aug-96</td>
</tr>
<tr>
<td></td>
<td>Aug-97</td>
</tr>
<tr>
<td></td>
<td>Aug-98</td>
</tr>
<tr>
<td>Projected</td>
<td>Aug-99</td>
</tr>
<tr>
<td></td>
<td>Aug-00</td>
</tr>
<tr>
<td></td>
<td>Aug-01</td>
</tr>
<tr>
<td></td>
<td>Aug-02</td>
</tr>
<tr>
<td></td>
<td>Aug-03</td>
</tr>
</tbody>
</table>

Minority Prison Populations

Racial Distribution
Prison Population Compared to General State Population

<table>
<thead>
<tr>
<th></th>
<th>On-Hand Offenders</th>
<th>State Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Other</td>
<td>0.4%</td>
<td>2.5%</td>
</tr>
<tr>
<td>Hispanic</td>
<td>26.0%</td>
<td>30.0%</td>
</tr>
<tr>
<td>White</td>
<td>28.6%</td>
<td>56.0%</td>
</tr>
<tr>
<td>African-American</td>
<td>44.9%</td>
<td>11.5%</td>
</tr>
</tbody>
</table>

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

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

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

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Recidivism Remains High

<table>
<thead>
<tr>
<th>Year of Release</th>
<th>3-Year Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>1986</td>
<td>37.5%</td>
</tr>
<tr>
<td>1988</td>
<td>42.9%</td>
</tr>
<tr>
<td>1989</td>
<td>41.5%</td>
</tr>
<tr>
<td>1990</td>
<td>45.7%</td>
</tr>
<tr>
<td>1992</td>
<td>49.1%</td>
</tr>
<tr>
<td>1993</td>
<td>48.6%</td>
</tr>
<tr>
<td>1994</td>
<td>40.8%</td>
</tr>
<tr>
<td>1995</td>
<td>35.4</td>
</tr>
<tr>
<td>1996</td>
<td>32.7</td>
</tr>
<tr>
<td>1997</td>
<td>30.7</td>
</tr>
</tbody>
</table>

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

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

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

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

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


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

- Damaged or lost physical property,
- Personal injury and/or emotional trauma,
- Lost time from work,
- Disruption to families,
- Diminished sense of security, and
- Deteriorating neighborhoods.
Programming Space For Faith-Based Volunteers Is Inadequate

According to a TDCJ survey in January 2000, only 18 prisons of the 107 prisons in Texas have reasonably adequate chapel space. Of those 18 chapels, 5 have been built through public-private partnerships in the last 4 years. Each month over 6,000 volunteers are in TDCJ units. According to estimates by the Chaplaincy Department, the number of volunteers would increase significantly if sufficient chapel space existed.
Faith-Based Volunteerism Increases When Space is Available\textsuperscript{12}.

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

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

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

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

<table>
<thead>
<tr>
<th>Faith-Based Volunteers</th>
<th>Hughes Unit</th>
<th>All Units</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1998</td>
<td>1999</td>
</tr>
<tr>
<td>Number of Approved Volunteers (inactive volunteers purged from files in fiscal year 1999)</td>
<td>495</td>
<td>1,198</td>
</tr>
<tr>
<td>Number of Volunteer Visits</td>
<td>838</td>
<td>1,240</td>
</tr>
<tr>
<td>Number of Volunteer Hours Worked</td>
<td>3,128</td>
<td>9,334</td>
</tr>
<tr>
<td>Hourly Cost Benefit\textsuperscript{13}</td>
<td>$14.30</td>
<td>$14.30</td>
</tr>
<tr>
<td>Value of Contributed Time</td>
<td>$44,730</td>
<td>$133,476</td>
</tr>
</tbody>
</table>

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

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

\textsuperscript{13} Based on the 1998 National Average Hourly Value of Volunteer Time of $14.30 from The Independent Sector.
Texas Provides Leadership in Public-Private Partnerships in Providing Faith-Based Programs

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

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

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

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

14 Senate Concurrent Resolution Number 44, p 3, lines 7-22. A copy of the complete resolution is included in the Appendix.
Chapel of Hope Ministries, Inc. and Other Community Volunteer Groups

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

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

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

<table>
<thead>
<tr>
<th>Location</th>
<th>Daniels Unit Chapel</th>
<th>Hutchins State Jail Chapel</th>
<th>Central Unit Chapel</th>
<th>Hughes Unit Chapel</th>
<th>Mark Stiles Unit Chapel</th>
<th>John Connally Unit Chapel</th>
</tr>
</thead>
<tbody>
<tr>
<td>Square Feet</td>
<td>3,800</td>
<td>6,000</td>
<td>7,200</td>
<td>9,000</td>
<td>8,450</td>
<td>6,000</td>
</tr>
<tr>
<td>Primary Funding</td>
<td>Local citizen and</td>
<td>TDCJ15, Prestonwood</td>
<td>Houston area</td>
<td>Kenneth Copeland</td>
<td>Meadows Foundation</td>
<td>Group of Austin Businessmen</td>
</tr>
<tr>
<td>Source(s)</td>
<td>churches</td>
<td>Baptist Church &amp;</td>
<td>foundations,</td>
<td>Ministries &amp;</td>
<td>Foundation and</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Hillcrest Foundation</td>
<td>churches, local</td>
<td>TDCJ</td>
<td>local citizens</td>
<td></td>
</tr>
<tr>
<td>Sponsoring</td>
<td>Economic Development</td>
<td>Chapel of Hope</td>
<td>Good Shepherd</td>
<td>Chapel of Hope</td>
<td>Chapel of Hope</td>
<td>Chapel of Hope</td>
</tr>
<tr>
<td>Ministry/</td>
<td>Board of Snyder</td>
<td></td>
<td>Ministries</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Organization</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total Cost</td>
<td>$290,807</td>
<td>$314,238</td>
<td>$446,451</td>
<td>$524,162</td>
<td>$412,979</td>
<td>$545,069</td>
</tr>
<tr>
<td>Cost per</td>
<td>$76.53</td>
<td>$52.37</td>
<td>$62.01</td>
<td>$58.24</td>
<td>$48.87</td>
<td>$90.84</td>
</tr>
<tr>
<td>Square Foot</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Estimated Utilities</td>
<td>$9,000</td>
<td>$25,000</td>
<td>$7,000</td>
<td>$30,000</td>
<td>$20,000</td>
<td>$13,000</td>
</tr>
<tr>
<td></td>
<td>$2.37/sq. ft.</td>
<td>$4.17/sq. ft.</td>
<td>$0.97/sq. ft.</td>
<td>$3.33/sq. ft.</td>
<td>$2.37/sq. ft.</td>
<td>$2.17/sq. ft</td>
</tr>
<tr>
<td>Estimated</td>
<td>$944</td>
<td>$1,068</td>
<td>$262</td>
<td>$1,346</td>
<td>$376</td>
<td>None to date</td>
</tr>
<tr>
<td>Maintenance</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

15 TDCJ (Texas Department of Criminal Justice).

16 Utilities costs are estimated since TDCJ has no sub-metering capabilities for the Chapels. Utilities also will vary depending upon the providing utility company’s rate.
Faith-Based Programming is Effective in Reducing Recidivism

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

**Prison Fellowship Bible Studies**

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

**Reductions in Inmate Infractions**

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

**Crime Prevention among At-Risk Youth**

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

**Prison Fellowship Brazil**

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

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

**InnerChange Freedom Initiative™ (IFI)**

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

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


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

PROPOSED SOLUTION

Summary of Solution

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

Mission
Our mission is to restore lives to reduce recidivism.

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

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

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

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

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

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

20 Using a conservative four-percentage point reduction in recidivism the chapels reduce future incarceration costs enough to pay for the construction of the chapels including their annual expenses after just over 3 years of operations. Every year thereafter, the future savings from reduced recidivism exceed annual operating expenses and generate taxpayer savings.
• Additional taxpayer savings are realized as reduced crime reduces the demands on Police, Courts, Social Services, as well as Prisons.
• Less crime means less financial and emotional expenses to crime victims and the general public.
• More former inmates are rehabilitated into contributing citizens.

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

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

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

<table>
<thead>
<tr>
<th>Years in Analysis (Note A)</th>
<th>10</th>
</tr>
</thead>
</table>

**Chapel Costs**
- Average Construction Cost per Chapel $550,000.00
- % State Paid (Balance Privately Matched) 75%
- **State Chapel Construction Costs (Note B)** $412,500.00

**Chapel Annual Expenses (Note C)**
- Annual Maintenance $8,450.00
- Annual Utilities $21,716.50
- Annual Expense of Staffing Chapel $26,000.00
- Average Annual Chapel Expense $56,166.50
- **Total State Chapel Construction Cost & Expense for 10 Years for 1 Chapel** $974,165.00

Average number of inmates in the prison unit 1,500
Average % participating in chapel programs once per week or more 25%

**Inmates participating once per week or more (Note D)** 375

% of participating inmates released annually (Note E) 29.4%
- Participating Inmates released annually 110
- Reduction in Recidivism over State Average (Note F) 4%
- **Prisoners not returning to prison** 4

Average Daily Expense per Prisoner (Note G) $38.71
- Multiply by Days in Year $365.00
- Average Annual Expense per Prisoner $14,129.15
- Average Prison Term per Recidivist (years) (Note H) 3.40
- **Total Expense per Recidivist (Note I)** $48,039.11

Prisoners (who participated in Chapel Programs once per week or more) not returning to prison that would have otherwise 4
- Multiply by Total Expense per Recidivist $48,039.11
- **Prison Costs Avoided Per Year of Chapel Availability** $192,156.44

10 years cost avoided $1,921,564.40
Less Chapel cost for ten years (construction and annual expense) $974,165.00
**NET SAVINGS** $947,399.40

**Cost Effectiveness—Amount Saved**
- Net Savings $947,399.40
- Divided by State Costs for Chapel construction & 10 years of Operation $974,165.00
- **AMOUNT SAVED FOR EACH $1 SPENT (Note J)** $0.97

**Cost Effectiveness—Cost Avoided**
- Total prison costs avoided $1,921,564.40
- Divided by State’s Total Chapel costs $974,165.00
- **AMOUNT AVOIDED FOR EVERY $1 SPENT (Note J)** $1.97

<table>
<thead>
<tr>
<th>Costs Avoided (Four Percentage Point Recidivism Reduction)</th>
<th>$4,881,998</th>
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<tbody>
<tr>
<td>Less Funding Requested to Build Six Chapels (Note K)</td>
<td>$2,475,000</td>
</tr>
<tr>
<td><strong>Net Amount Saved (Four Percentage Point Recidivism Reduction)</strong></td>
<td>$2,406,998</td>
</tr>
</tbody>
</table>
### Chapel Building Program Cost Effectiveness
#### Seven Percentage Point Recidivism Reduction

**Years in Analysis (Note A)**
- 10

**Chapel Costs**
- **Average Construction Cost per Chapel**: $550,000.00
- **% State Paid (Balance Privately Matched)**: 75%

  **State Chapel Construction Costs (Note B)**: **$412,500.00**

**Chapel Annual Expenses (Note C)**
- **Annual Maintenance**: $8,450.00
- **Annual Utilities**: $21,716.50
- **Annual Expense of Staffing Chapel**: $26,000.00

  **Average Annual Chapel Expense**: **$56,166.50**

  **Average Chapel Expense for 10 Years**: **$561,665.00**

**Total State Chapel Construction Cost & Expense for 10 Years for 1 Chapel**: **$974,165.00**

**Average number of inmates in the prison unit**: 1,500
**Average % participating in chapel programs once per week or more**: 25%

**Inmates participating once per week or more (Note D)**: **375**

**% of participating inmates released annually (Note E)**: 29.4%

**Participating Inmates released annually**: 110
**Reduction in Recidivism over State Average (Note F)**: 7%

**Prisoners not returning to prison**: 7

**Average Daily Expense per Prisoner (Note G)**: $38.71
**Multiply by Days in Year**: 365.00

  **Average Annual Expense per Prisoner**: **$14,129.15**

**Average Prison Term per Recidivist (years) (Note H)**: 3.40

  **Total Expense per Recidivist (Note I)**: **$48,039.11**

**Prisoners (who participated in Chapel Programs once per week or more) not returning to prison that would have otherwise**: 7

  **Multiply by Total Expense per Recidivist**: **$336,273.77**

**10 years cost avoided**: **$3,362,737.70**
**Less Chapel cost for ten years (construction and annual expense)**: **$974,165.00**

  **NET SAVINGS**: **$2,388,572.70**

**Cost Effectiveness—Amount Saved**

  **Net Savings**: **$2,388,572.70**
  **Divided by State Costs for Chapel construction & 10 years of Operation**: **$974,165.00**

  **AMOUNT SAVED FOR EACH $1 SPENT (Note J)**: **$2.45**

**Cost Effectiveness—Cost Avoided**

  **Total prison costs avoided**: **$3,362,737.70**
  **Divided by State’s Total Chapel costs**: **$974,165.00**

  **AMOUNT AVOIDED FOR EVERY $1 SPENT (Note J)**: **$3.45**

<table>
<thead>
<tr>
<th>Costs Avoided (Seven Percentage Point Recidivism Reduction)</th>
<th><strong>$8,543,497</strong></th>
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<tr>
<td>Less Funding Requested to Build Six Chapels (Note K)</td>
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</tr>
<tr>
<td><strong>Net Amount Saved (Seven Percentage Point Recidivism Reduction)</strong></td>
<td><strong>$6,068,497</strong></td>
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</tbody>
</table>
Notes and Assumptions

Chapel Building Program Cost Effectiveness Analysis

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

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

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

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

Note C: Chapel Annual Expense
The chapel annual expense is the additional expense the State of Texas assumes with the new chapels.

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

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

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

Note D: Inmates Participating Once Per Week Or More
In this analysis the number of inmates is always rounded down to the nearest whole person.

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

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

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

Note F: Reduction in Recidivism over State Average
The reduction in recidivism calculates the average number of inmates who do not return to prison following release due to their regular participation in Chapel programs.
Texas has an average 3-year recidivism of 40.8% (CPJC, 1994 releases).

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

**Note G: Average Daily Expense per Prisoner**

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


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

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

**Note I: Total Expense per Recidivist**

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

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

**Note J: Cost Effectiveness**

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

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

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

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

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

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

<table>
<thead>
<tr>
<th>Description</th>
<th>Chapel Costs</th>
<th>Number Built in Biennium</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Construction Cost</td>
<td>$550,000</td>
<td>6 (2002-2003)</td>
<td>$3,300,000</td>
</tr>
<tr>
<td>Privately Funded (25%)</td>
<td>$137,500</td>
<td></td>
<td>$825,000</td>
</tr>
<tr>
<td>State’s Construction Cost (75%)</td>
<td>$412,500</td>
<td>6 (2002-2003)</td>
<td>$2,475,000</td>
</tr>
<tr>
<td>Annual Expenses</td>
<td>None</td>
<td></td>
<td>-0-</td>
</tr>
<tr>
<td>Grand Total of State’s Investment</td>
<td></td>
<td></td>
<td>$2,475,000</td>
</tr>
</tbody>
</table>
APPENDIX

Official Memorandum State of Texas Office of the Governor proclaiming Criminal Justice Ministry Awareness Month ................................................................................................... 24
Senate Concurrent Resolution No. 44............................................................................................25
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About MasterThink™....................................................................................................................29
OFFICIAL MEMORANDUM
STATE OF TEXAS
OFFICE OF THE GOVERNOR

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

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

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

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

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

CRIMINAL JUSTICE MINISTRY AWARENESS MONTH

In Texas and urge the appropriate recognition thereof.

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

[Signature]
Governor of Texas
Senate Concurrent Resolution No. 44

S.C.R. No. 44

SENATE CONCURRENT RESOLUTION

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

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

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

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

WHEREAS, Most inmates will eventually be released back into society, and such offenders need strong role models, moral guidance, and the accountability of personal relationships to escape the destructive habits and moral crisis that fuel criminal behavior; offenders need an environment conducive to the growth of
confidence, accountability, self-reliance and hopefulness, and a community that cares about transforming lives from the inside out so that ex-offenders remain ex-offenders; and

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

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

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

WHEREAS, Faith-based rehabilitation and treatment programs offer a distinctly moral alternative to crime and prison life; such redemptive, healing and restitution-based programs steer offenders
toward crime-free lives by providing a caring support community,
stressing reconciliation, emphasizing accountability and community
responsibilities, and extolling strong moral and family
commitments, classroom instruction, counseling and peer support,
and on-site vocational training; now, therefore, be it

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

RESOLVED, That the secretary of state forward an official
copy of this resolution to the chairman of the Texas Board of
Criminal Justice, the chairman of the Texas Youth Commission, the
chairman of the Texas Juvenile Probation Commission, and the county
judge in each Texas county.

President of the Senate  
Speaker of the House

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

Secretary of the Senate

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

Chief Clerk of the House

Approved:

Date

Governor

FILED IN THE OFFICE OF THE
SECRETARY OF STATE
4:15 PM O'CLOCK
JUN 12 1997
Secretary of State
About Chapel of Hope Ministries, Inc.

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

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

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

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

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

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

More information about Chapel of Hope may be obtained at

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

About MasterThink™

MasterThink™ guided the preparation and writing of this proposal.

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

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

More information about MasterThink may be obtained at:

MasterThink™
1208 Oak Creek Circle
Flower Mound, TX 75077
(972) 539-1989    Fax (972) 539-4713
www.masterthink.com