

NARCONON  
)))  
DIVISION OF DRUG ABUSE CONTROL

FA-48-72  
74-007  
75-009

A Project Evaluation

Submitted to the Executive Committee  
of the  
Delaware Agency to Reduce Crime

Evaluation

29800

Conducted by  
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Program Evaluation Specialist

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TABLE OF CONTENTS

	Page
ABSTRACT .....	i
Section	
I. Introduction .....	1
II. Purpose of Evaluation .....	2
III. Project Allocations and Expenditures .....	2
IV. The NARCONON Program .....	4
V. The Findings .....	5
A. In Relation to the Stated Objectives of the Division of Drug Abuse Control's Application .....	5
B. In Relation to Other Aspects of the Project's Performance .....	6
VI. Impact of NARCONON Relative to the Number of Inmates Arrested Following Project Participation .....	9
VII. Observations/Comments .....	10
VIII. Recommendations .....	12
Appendix A - Persons Interviewed .....	13
Appendix B - Chronological History of NARCONON's Development in Delaware .....	15
Appendix C - NARCONON - Division of Drug Abuse Control Contract .....	18
Appendix D - Job Descriptions .....	24
Appendix E - NARCONON Staff Study .....	31

ABSTRACT

The Delaware Agency to Reduce Crime has awarded three grants totalling \$61,695 to the Division of Drug Abuse Control (DDAC) to continue and expand the NARCONON project. The services provided by the project are available to inmates at the Delaware Correctional Center (DCC) and the Sussex Correctional Institute (SCI).

NARCONON is a national, non-profit organization which provides a pre-packaged drug rehabilitation program to many states. The organization's mission is to treat the underlying causes of drug abuse and thus reduce crime. NARCONON's program is based on the premise that individuals involved in the abuse of drugs possess certain negative behavioral traits, e.g., lack of communication abilities, self-control and self-discipline, which manifest themselves in the individual's drug consumption and possible addiction to drugs. Elimination of those negative behavioral traits would result in an abstinence of drug usage.

The approach taken by NARCONON is unique in comparison to other drug rehabilitative approaches. A series of drills, called training routines (TR's) are utilized in an attempt to instill desired behavioral traits within the participant. The more traditional approaches to drug therapy e.g., individual or group counseling, rap sessions, etc. are seldom if ever employed.

It was the intent of this evaluation to: (1) describe the NARCONON program and its development in Delaware; (2) detail the performance of the project in relation to its stated objectives and to other aspects of the project's progress; and (3) to present the findings of a follow-up study conducted in August 1975 to ascertain the impact of the project upon the inmates served.

The approach taken during the course of the investigation utilized a number of resources including: (1) project records; (2) the Criminal Law Uniform Enforcement System (CLUES); and, (3) persons associated and/or involved in the project.

The major findings of the evaluation revealed that:

1. A total of 252 inmates have enrolled in the NARCONON project.
2. Class attendance at the DCC was approximately one-half the anticipated number; whereas, class size at the SCI remained consistent with the anticipated number.
3. Criteria for selection of inmates for project inclusion was not clearly defined.

4. It was estimated that 10-15% of the inmates who participated in the project were not drug abusers.
5. It was noted that in certain cases, the inmates enrolled in the project would not be released from prison for a substantial number of years following project participation. Therefore, the effect (if any) of the project upon reducing criminal behavior of these inmates when they are released from prison may be greatly diminished.
6. There appeared to be a lack of communication between the DDAC and NARCONON staff.
7. The Bureau of Adult Corrections, while pleased with the addition of a prison program for drug offenders, appeared indifferent to NARCONON's efforts.
8. Of the 85 inmates for whom follow-up data was gathered, 33 (38.8%) were arrested following some form of project participation and release from the institution.

The following were recommendations made to improve the performance of the project.

1. It was recommended that NARCONON's activities focus entirely upon the delivery of services to the target population for which its services were intended; that is, those inmates with histories of drug addiction and/or heavy drug usage.
2. It was recommended that a vigorous recruitment campaign be undertaken by NARCONON and BAC staff at the DCC so that full project enrollment may be realized.
3. It was recommended that emphasis be placed on the enrollment of inmates who are within three years of their respective parole eligibility and/or good time release dates.

## I. Introduction

Since July 1973, the Delaware Agency to Reduce Crime has allocated a total of \$61,695 in three separate awards, subgrants FA-48-72, 74-007 and 75-009 to the Division of Drug Abuse Control (DDAC) to continue and expand the NARCONON project. The services provided by the project are available to inmates at the Delaware Correctional Center (DCC) and the Sussex Correctional Institute (SCI).

NARCONON is a national organization which provides a drug rehabilitative program to many states. The organization's mission is to treat the underlying causes of drug abuse and thus reduce crime. The approach taken by NARCONON is unique in comparison to other drug rehabilitative approaches. NARCONON hypothesizes that individuals involved in the abuse of drugs possess certain negative behavioral traits e.g., lack of communication abilities, self-control and self-discipline, which manifest themselves in the individuals' drug consumption and possible addiction to drugs. Elimination of those negative behavioral traits would result in an abstinence of drug usage.

NARCONON was initiated in Delaware in July 1972, with State funds as a small component of the DARC financed (FA-48-72) Adult Corrections Drug Counseling Unit. (A chronology of the historical development of NARCONON is presented in Appendix B, page 15). In July 1973, a contractual agreement between the DDAC and the national NARCONON organization resulted in a proposed expansion of the NARCONON project in Delaware. A total of \$25,267 of unexpended funds remaining from subgrant FA-48-72 provided the first federal support of this project. Subsequent awards in July 1974 and July 1975 have continued the project.

Funds were also allocated to the DDAC in July 1974 and July 1975 to initiate and continue a newly created Adult Corrections Drug Counseling Unit; a project bearing the same name as a previous grant but designed with a different intent. The Adult Corrections Drug Counseling Unit's main thrust is to place inmates with histories of drug abuse who were serving relatively short sentences into alternative drug treatment programs outside of the prison confines; whereas the NARCONON program is a rehabilitative or treatment method designed for the inmate who by virtue of past criminal behavior or severity of the offense for which he was incarcerated could not be referred to an outside source. Therefore, while both programs may have at times provided the same clients with service, the likelihood of duplicate services was remote.

In light of the DARC's three year limit on funding, the future of the NARCONON project in the correctional institutions is not known. A letter of interest for the 1976 funding cycle has been submitted directly by NARCONON staff to DARC. The purpose of the proposed application is to establish a community based drug rehabilitation facility to smooth the transition from institutional to community life for selected inmates.

II. Purpose of Evaluation

It was the intent of this evaluation to: (1) describe the NARCONON program and its development in Delaware; (2) detail the performance of the project in relation to its stated objectives and to other aspects of the project's progress; and (3) to present the findings of a follow-up study conducted in August 1975 to ascertain the impact of the project upon the inmates served.

III. Project Allocations and Expenditures

In July 1973 the DDAC received the DARC's approval to transfer the remaining unexpended funds (\$25,267) from subgrant FA-48-72, the Adult Corrections Drug Counseling Unit, to support only the NARCONON project through June 30, 1974. The foregoing discussion of project allocations and expenditures relates to that extension and redirection of funds provided to subgrant FA-48-72 as well as subgrants 74-007 and 75-009.

Three separate contracts have been signed between the DDAC and NARCONON, U.S. to continue the NARCONON project (see Appendix C, page 18, for a sample contract).

Table 1 describes the allocations and expenditures relative to subgrant FA-48-72, 74-007 and 75-009. The operational period of these subgrants was from July 1, 1973 through June 30, 1976.

Funds expended in the 1972 and 1974 subgrants provided two NARCONON instructors to supervise the day-to-day program operation, resource and course materials, a yearly 10% service charge to the national office for the management of the project, travel to and from the national office as well as local travel, and office supplies. In the 1972 subgrant, funds were also utilized for 50% of the Drug Abuse Control Administrator's salary to oversee the operation of the project in the correctional institutions. Job descriptions for NARCONON supervisors and the Drug Abuse Control Administrator are contained in Appendix D, page 24.

TABLE 1

Total Project Allocations and Expenditures  
July 1, 1973 to July 31, 1975 (Federal Funds Only)

<u>Category</u>	<u>Allocations to July 31, 1976</u>	<u>Expenditures to July 31, 1975</u>
Personnel and Benefits	\$35,336	\$17,759
Travel	4,805	1,190
Supplies	382	0
Operating Expense	19,372	17,357
Other	1,800	1,889
Total	\$61,695	\$38,195

#### IV. The NARCONON Program

The word "NARCONON" was derived from a combination of the words "narcosis", meaning stupor and "non", meaning none or absence thereof. The NARCONON organization was conceived in 1966 by William Benitez and inmate at the Arizona State Prison and was the result of Mr. Benitez's adaptation of the teachings of L. Ron Hubbard, founder of the Church of Scientology which practices an applied religious philosophy, to the inmates' needs within the prison setting.<sup>1</sup> In recent years, NARCONON's efforts have expanded to include programs in community based treatment facilities and the community at large.

NARCONON is a pre-packaged program. All training materials are prepared by NARCONON, U. S. and furnished as part of the program. The instructors are trained in NARCONON techniques so that procedures utilized remain compatible in NARCONON programs throughout the country.<sup>2</sup>

The NARCONON program aims to instill certain skills and attitudes within the inmate. These objectives are as follows:<sup>3</sup>

1. To train the inmate to control his attention.
2. To teach the inmate to face up to and experience willingly the activity or person at hand.
3. To develop within the inmate a certainty of their own identity.
4. To train the inmate to communicate easily with others.
5. To train the inmate to get his attention on his present time environment.
6. To teach the inmate to complete what he starts in life.
7. To instruct the inmate on how to study and apply what he has studied to achieve a result.

<sup>1</sup>Forest S. Tennant, et al, "Evaluation of: NARCONON New Life", California State Department of Health, Sacramento, California, October 31, 1974, Section 2, pages 17 and 29-30. The evaluation of a state-funded halfway house in California concluded that there appeared to be little difference between the NARCONON program and the lessons taught by the Church of Scientology and it appeared that California state funds were utilized to directly support the Church of Scientology. According to NARCONON, this is a false and erroneous conclusion and their rebuttal can be found in the "False Report Correction Re: Tennant Report", NARCONON, 1229 South Westmoreland St., Los Angeles, Calif.

<sup>2</sup>"The NARCONON Rehabilitation Program", NARCONON, 1229 South Westmoreland, Los Angeles, California 90006, pages 4 and 6.

<sup>3</sup>Ibid, page 4.

Clearly these objectives were not measurable. Therefore, it was necessary to seek an alternative measure of the project's accomplishments. The purpose of NARCONON is to ultimately reduce crime. Much of the literature published by the national organization substantiates its successes based upon studies performed demonstrating a large percentage of those participating in the program having no further contact with the criminal justice system.<sup>4</sup> Therefore, this evaluator dealt with the measurement of NARCONON's accomplishments in terms of arrest rates for those Delaware inmates who had participated in the project. The results of this study are presented in Section VI, pages 9-10.

Six courses comprise the entire NARCONON program as it existed in the DCC and the SCI. The Basic Communications Course was designed to develop within the inmate the ability to communicate effectively; the Basic Study Course taught the inmate reading and comprehension skills; the Pre-release Course was designed to instruct inmates to set their own goals and objectives; the Objective Orientation Course attempted to show the inmates how to attain their objectives; the Supervisors Course trained inmates to conduct NARCONON classes; and, the Ethics Course reviewed the five previous courses and assisted the inmates in establishing their own code of ethics.

Each of the six courses was subdivided into a number of drills called training routines (TRs). Inmates were grouped into teams of two; one who acted as the student, the other as the coach and the team proceeded through the training routines at their own rate of speed. (The student/coach roles were interchangeable.) Each training routine was designed to instill a certain positive behavioral trait within the participant. For example, in the Basic Communication Course, TR-0, the first training routine required both student and coach to sit in chairs facing each other and to stare at each other. The purpose of the drill was to teach the participants to be comfortable just "being there".

The length of time utilized by the inmates to complete any or all of the courses varied according to the individual inmate's own ability. Project personnel estimated that the entire series of courses could be completed in as little as one or as long as three years.

## V. The Findings

### A. In Relation to the Stated Objectives of the DDAC Application

<sup>4</sup> ibid, page 5

1. To conduct, on a continual basis, two NARCONON classes at the DCC of twenty students per class so that a constant population of 40 NARCONON participants is maintained.

Chart 1 depicts the total number of students who participated in NARCONON classes at the DCC for the period July 1972 through June 1975. Attendance has been approximately one-half (19.1 inmates per month) the number originally anticipated. As of July 1975, 178 DCC inmates participated in NARCONON classes.

2. To conduct, on a continual basis, two NARCONON classes at the DCI of twelve students per class so that a constant population of 24 NARCONON participants is maintained.

Chart 2 illustrates the total number of students enrolled in NARCONON classes at the SCI per month from August 1974 through July 1975. Project participation has been almost consistent with the number projected in the grant application. An average attendance of 20.8 inmates per month has been maintained. As of July 1975, a total of 74 SCI inmates participated in NARCONON classes.

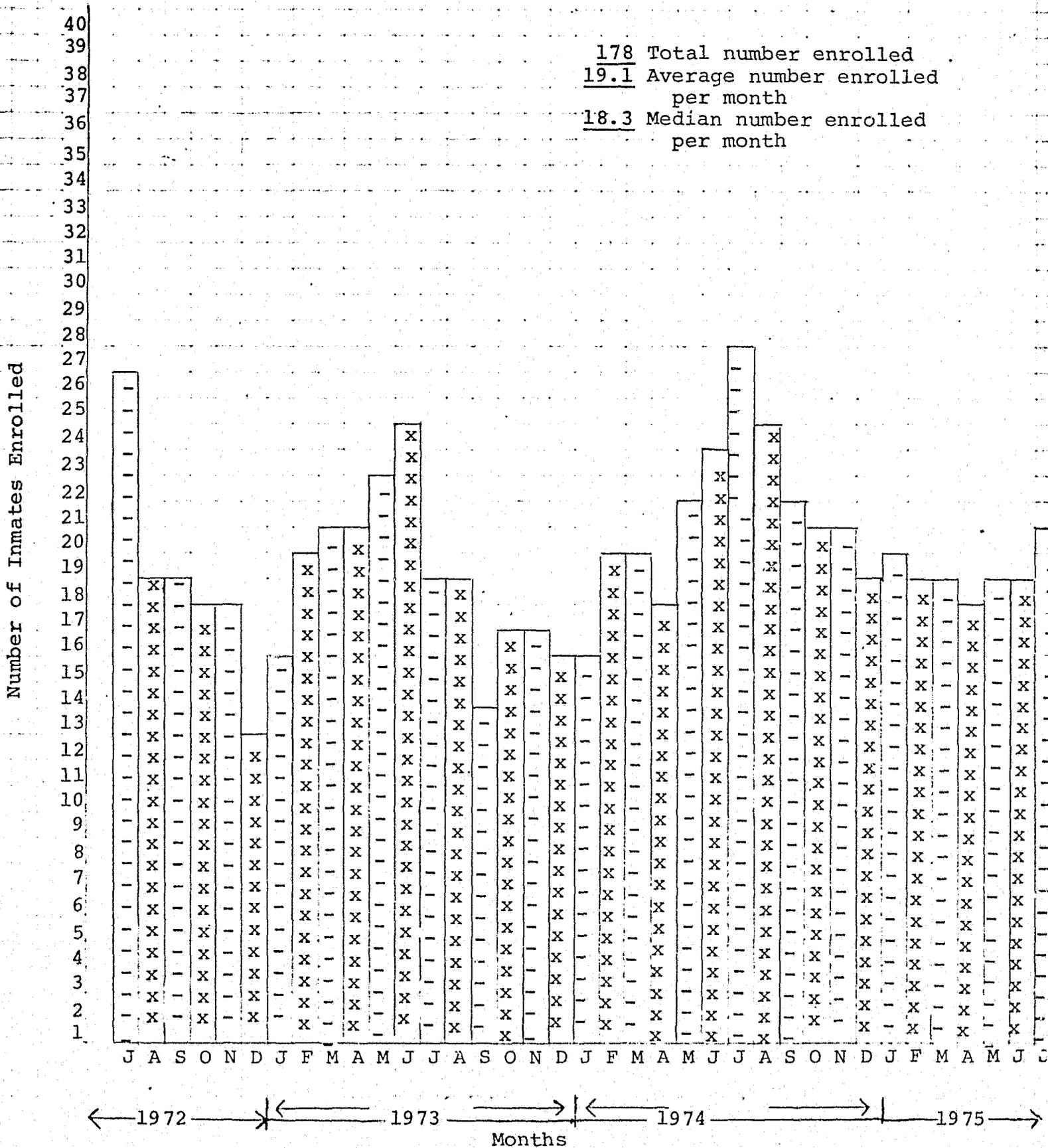
B. In Relation to Other Aspects of Project's Performance

1. Not all inmates participating in the project were drug abusers. NARCONON project personnel estimated that between 85 and 90 percent of all inmates enrolled in the program had histories of drug addiction and/or heavy drug usage.
2. The criteria by which inmates were selected for inclusion in the project differed for each institution and was found to be broadly defined. At the DCC, criteria for admission was as follows:
  - a. the inmate must be motivated to improve himself
  - b. the inmate must be serving a sentence of over one year
  - c. the inmate must have all legal proceedings (charges, appeals, motions) cleared prior to enrollment.

At the SCI, enrollment was open to any inmate interested in attending class. A history of drug involvement was purely incidental to participation in the project.

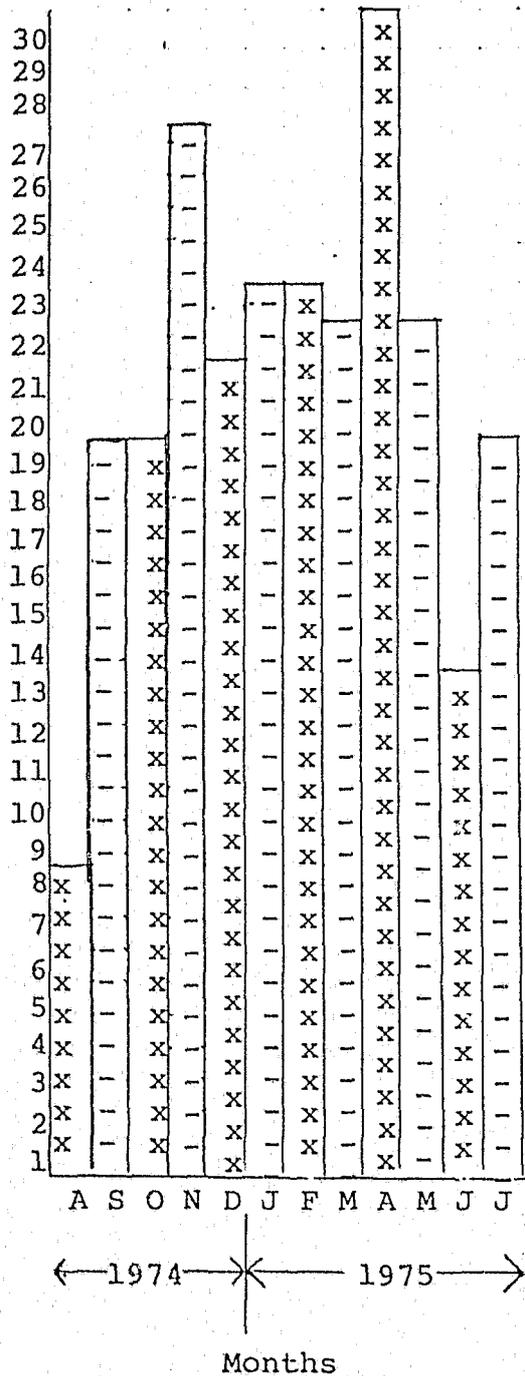
3. In certain cases, inmates participated in the project at a relatively early stage of an otherwise long incarceration period. It was noted that the parole eligibility or good time release dates for those particular inmates may have been as much as 10-30 years into the future.

Total Number of Inmates Enrolled in the NARCONON Project at the Delaware Correctional Center During the Months July 1, 1972 through July 31, 1975



Total Number of Inmates Enrolled in the  
 NARCONON Project at the Sussex Correctional  
 Institute During the Months August 1, 1974 through July 31, 1975

74 Total number enrolled  
20.8 Average number enrolled  
 per month  
21.5 Medium number enrolled  
 per month



VI. Impact of NARCONON Relative to the Number of Inmates Arrested Following Project Participation<sup>4</sup>

In a recent rebuttal, published nationally, to an unfavorable evaluation of a NARCONON project in California, the national organization claimed that a "... recent study from Delaware of parolees shows 85% success on parole..."<sup>4</sup> A request was made by the evaluator to NARCONON's Delaware staff for the actual study. The study was received and upon review by the evaluator and admission of the NARCONON staff, it was neither valid or complete. Therefore, a follow-up study of the 116 inmates who had participated in the NARCONON project and were subsequently released from either the DCC or SCI as of July 31, 1975, is presented by the Bureau of Adult Corrections' Planning and Research Office via the Criminal Law Uniform Enforcement System (CLUES). The purpose of the study was to determine the number of those inmates arrested following project involvement.

The group studied was subdivided into two groups; (a) those inmates who had completed at least one of the six NARCONON courses and who were subsequently released from incarceration, and (b) those inmates who were enrolled in the project but had not completed any of the NARCONON courses and were later released from prison. The second classification of inmates was a fairly heterogeneous group in that reasons for failure to complete at least the first NARCONON course ranged from a lack of interest in or failure to attend class to acceptance into the Work Release Program or release on parole. Thus, the latter group cannot be classified as a control group. To facilitate reporting, the former group was labeled "Group A" and the latter group, "Group B". Of the 116 inmates studied, Group A consisted of 88 inmates and Group B consisted of 28 inmates.

The foregoing results are not definitive proof of NARCONON's rehabilitative success or failure and caution should be exercised in interpreting them for many reasons; some of which are discussed below. First, the results of the study did not reflect the number of courses completed by Group A or the length of time Group B remained involved in the program. Second, only the number of those inmates re-arrested in the State of Delaware could be determined. Third, in-

<sup>4</sup>See Appendix E for NARCONON Staff Study, "Effectiveness of Delaware Correctional Center NARCONON Program".

<sup>5</sup>"False Report Correction, Re: Tennant Report", NARCONON, U.S., 1229 South Westmoreland Street, Los Angeles, California, 90006.

mates were generally involved in more than one program during their incarceration, therefore, the study was unable to ascertain the success or failure of the NARCONON program in isolation of other rehabilitative approaches taken in the prison.

Table 2 illustrates the results of the follow-up study. The data is summarized as follows:

1. Records of 31 inmates (26.7%) of the total 116 offenders used in the study were not found in the CLUES.
2. Of the remaining 85 inmates, 69 were in Group A and 16 were in Group B.
3. Of the 69 inmates in Group A, 28 (40.6%) were arrested following completion of at least one NARCONON course and release from an institution.
4. Of the 16 inmates in Group B, 5 (31.3%) were arrested following project participation and release from an institution.
5. Seventeen (17) of the total 28 Group A arrests were for drug violations or drug-related offenses.
6. Three (3) of the total 5 Group B arrests, were for drug violations or drug related offenses.
7. The average number of arrests per Group A inmate following incarceration was 2.8.
8. The average number of arrests per Group B inmate following incarceration was 2.2.

#### VII. Observations/Comments

1. There appeared to be a lack of communication between the DDAC staff and the NARCONON staff. There also appeared to be an indifference on the part of the Bureau of Adult Corrections to the project. While prison officials were satisfied that an additional program into which prisoners could be placed existed, specific support for the NARCONON program appeared lacking.

TABLE 2

The Number of Inmates Arrested Following Participation  
in NARCONON at the DCC or the SCI and  
Subsequent Release from Prison

	Group A*		Group B**	
	Number	Percentage	Number	Percentage
Total number in sample	88	N/A***	28	N/A***
Total number for which records were retrieved from the CLUES	69	78.4	16	57.1
Total number known of those arrested following NARCONON participation and prison release	28	40.6	5	31.3
Of those arrested, total number charged with drug and/or drug related offenses	17	60.7	3	60.0
Of those arrested, average number of arrests following release from prison	2.8	N/A***	2.2	N/A***

\*Former DCC and SCI inmates who enrolled in the NARCONON project, completed at least one course and were subsequently released.

\*\*Former DCC and SCI inmates who enrolled in the NARCONON project, dropped out prior to completion of any course and were subsequently released.

\*\*\*Not Applicable

2. The reasons for the selection of the NARCONON approach to drug rehabilitation, as opposed to another type of approach, could not be answered by DDAC staff. Unfortunately the Division staff responsible for the decision to contract with NARCONON were no longer employed by that agency.
3. The NARCONON, U.S. office's management capabilities appeared satisfactory. The national organization has continually been made aware of the progress of the project in Delaware and has dealt with problems as the need arose. For example, in January 1974, inmate control of the project at the DCC began to interfere with the purpose of the program. NARCONON attempted to return control of the project back to the NARCONON staff. A brief inmate boycott of NARCONON classes ensued and within 48 hours, the top national and regional NARCONON officials were in Smyrna to restore academic and programmatic legitimacy.
4. The approach by NARCONON presupposes that persons involved in drug abuse became involved for similar reasons e.g., lack of communication skills, inability to exercise self discipline. This approach leaves little room for problems particular to the individual participant or other possible causes of drug abuse.
5. Though the stated objectives of this project could not be measured, this evaluator is indebted to NARCONON for providing a suitable measurement of the project's impact. However, the nationally acclaimed 85% success rate for Delaware parolees could not be duplicated by a subsequent analysis of inmate participants released from the DCC or SCI as of July 31, 1975.

#### VIII. Recommendations

1. It was recommended that NARCONON's activities focus entirely upon the delivery of services to the target population for which its services were intended; that is, those inmates with histories of drug addiction and/or heavy drug usage.
2. It was recommended that a vigorous recruitment campaign be undertaken by NARCONON and BAC staff at the DCC so that full project enrollment may be realized.
3. It was recommended that emphasis be placed on the enrollment of inmates who are within three years of their respective parole eligibility and/or good time release dates.

APPENDIX A

Persons Interviewed

1. William Merrill, Director, Division of Drug Abuse Control
2. Mel Jones, Project Director, Division of Drug Abuse Control
3. Dallas Green, Financial Officer, Division of Drug Abuse Control
4. Jack Malahauski, NARCONON Supervisor I
5. Gerald Riggan, NARCONON Supervisor II
6. Don Davis, Assistant Superintendent for Treatment Services, Bureau of Adult Corrections
7. Pat Murphy, Planner, Bureau of Adult Corrections
8. Lee Anderson, Planner, Bureau of Adult Corrections
9. James Kane, Program Monitor, DARC
10. L. D., Inmate, Delaware Correctional Center
11. A. R., Inmate, Delaware Correctional Center
12. G. H., Inmate, Sussex Correctional Institute
13. W. S., Inmate, Sussex Correctional Institute
14. Jack Yeatman, Criminal Justice Coordinator, Division of Drug Abuse Control

APPENDIX B

Chronological History of NARCONON's Development in Delaware

- April 1972 NARCONON agreed to provide a trainer (Barry Jaye) to the DDAC who would in turn train a cadre of 10-12 inmates at the DCC
- July 1972 NARCONON classes began at the DCC and were totally inmate controlled. NARCONON was incorporated into the Adult Corrections Drug Counseling Unit as a resource to which inmates could be referred for treatment.
- May 1973 After monitoring the DCC's project NARCONON U.S., concluded that the inmate supervisors were using the project for their own political and personal gain and dispatched Mike Roylance, a NARCONON staff member, to redirect the program as necessary.
- July 1973 The DDAC requested and received the DARC's approval to transfer the unexpended funds (\$25,267) from subgrant FA-48-72, Adult Corrections Drug Counseling Unit to support a continuation and expansion of the NARCONON project in Delaware. The contract signed between the DDAC and NARCONON stipulated that the project was to be expanded to the Womens Correctional Institute (WCI) and the Sussex Correctional Institute (SCI). NARCONON would provide two trained supervisors to implement and monitor the programs as well as continue the DCC project. The project's termination date was extended from June 30, 1973 to June 30, 1974. Mike Roylance became the first NARCONON supervisor employed under this contractual agreement; Jack Yeatman, the Drug Abuse Control Administrator, was assigned to monitor the project
- November 1973 The NARCONON project was implemented in the Women's Correctional Institute.
- January 1974 The NARCONON project at the WCI was discontinued due to the inability of WCI inmates to remain in the program for an extensive period of time. Most of the women at the prison were serving relatively short sentences.
- January 1974 The second NARCONON supervisor, Mike Holycross, began employment and attempted to transfer remaining inmate control back to NARCONON staff. An inmate boycott of classes ensued and national NARCONON officials arrived in Smyrna to restore academic and programmatic legitimacy.

- April 1974 Jack Malahauski replaced Mike Holycross as the NARCONON supervisor.
- July 1974 The DARC allocated \$20,000 to the DDAC to continue the NARCONON project (subgrant 74-007). The third NARCONON-DDAC contractual agreement was signed.
- August 1974 Mike Roylance supervised project expansion to the Sussex Correctional Institute.
- September 1974 Jerry Riggins replaced Mike Roylance at the SCI as a NARCONON supervisor.
- July 1975 The DARC allocated \$20,000 to the DDAC to continue the NARCONON project (subgrant 75-009). The fourth NARCONON-DDAC contractual agreement was signed.

APPENDIX C

Sample of NARCONON - Division of Drug Abuse  
Control Contractual Agreement

AGREEMENT  
NARCONON, INC.  
AND THE  
DIVISION OF DRUG ABUSE CONTROL  
STATE OF DELAWARE

The Division of Drug Abuse Control, State of Delaware, (hereinafter Division) and NARCONON, INC. (hereinafter NARCONON) hereby, as of July 1, 1974, agree to the following provisions of service:

1. NARCONON will conduct and provide a NARCONON Program at the Delaware Correctional Center and Sussex Correctional Institute.
2. The above listed NARCONON Program will be funded by the Division in an amount not to exceed \$22,222.00.
  - a. NARCONON will supply a detailed budget to the Division not to exceed the amount of \$22,222.00 within 30 days of signature.
3. NARCONON will conduct NARCONON Program to include the following:
  - a. TWO (2) CLASSES per day; MORNING CLASS, 8:30 a.m. - 11:00 a.m.; AFTERNOON CLASS, 1:00 p.m. - 3:00 p.m.; FIVE (5) DAYS PER WEEK, MONDAY thru FRIDAY, inclusive.

The remaining hours of the work week (40 hours) above and beyond classes, are to be spent with the administrative functions of the NARCONON Program.

b. COURSE MATERIALS AND CAPITAL EQUIPMENT PURCHASES WILL REMAIN DIVISION property subject to LEAA approval after completion through contract date, after completion through renewal date (subject to availability of funds), or after early contract termination.

c. Any unused funds at the time of contract expiration or termination shall revert to Division and then to LEAA.

4. Managerial responsibility for the program rests with NARCONON. NARCONON will monitor and coordinate its staff with Division to insure that the purposes hereof and NARCONON Program goal is accomplished.

5. NARCONON Supervisors will be totally responsible for monitoring and record keeping pertinent to House Bill #891, Good Time, etc. (attached).

6. Representatives of Division or other duly authorized State or Federal agencies may inspect the programs, fiscal matters or other material related to this Agreement upon notice given to NARCONON.

7. All personnel participating directly in the programs will be required to provide his/her own blood or urine specimen on request from Division Director of Drug Abuse Control or Division representative.

8. This Agreement shall be terminated at any time by either party giving forty-five days (45) advance written notice of termination to the other party.

a. Agreement renewal subject to availability of funds for continuation of program upon initial expiration date.

9. Term of this Agreement shall be for a period of July 1, 1974 to June 30, 1975.

10. Contractor shall, in compliance with Federal Guidelines maintain current and accurate client records.

a. Specifically, it shall provide the following:

1. A quarterly narrative report describing the program's progress and noting any changes for that quarter

2. Statistical data (on quarterly basis)

as follows:

- a. Total program population
- b. Number of new clients
- c. Number of terminations (with reasons)
- d. Number of graduates
- e. Plans of these graduates

11. Payment to NARCONON for program cost shall be made in the following manner as required by LEAA policies:
  - a. Reimbursement to contractor to be made on a cost reimbursable basis.
  - b. Contractor to submit quarterly program cost statements based on actual expenditures, subject to audit. Quarterly cost statements to be submitted as soon as reasonably possible after expiration of quarter, i.e.; 9/30/74, 12/31/74, 3/31/75, 6/30/75
12. Contractor should submit reports in the following order:
  1. Quarterly program cost statement
  2. Quarterly narrative and statistical data
13. All services provided under this Agreement will be in compliance with Equal Opportunity Guidelines, Executive Order #11246, which provides that no employee or recipient of service shall be discriminated against on the basis of race, color, creed, national origin, ethnic background or sex.
14. All services so provided under this Agreement will be in accordance with existing and applicable Federal and State laws, rules and regulations.

In Witness Hereof, the parties have hereto caused this Agreement to be duly executed the \_\_\_\_\_ day of \_\_\_\_\_ A. D. 1974.

NARCONON, INC.

BY: \_\_\_\_\_  
MICHAEL HOLYCROSS  
NARCONON State Administrator

DIVISION OF DRUG ABUSE CONTROL

Department of Health and Social Services

BY: William B. Merrill  
WILLIAM B. MERRILL <sup>awd</sup>  
Director

DEPARTMENT OF HEALTH AND SOCIAL SERVICES

BY: \_\_\_\_\_  
J. D. White  
Secretary

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

APPENDIX D

Job Descriptions

Deputy Director, New Castle County  
Deputy Director, Sussex County  
Family Court Supervisor  
Judicial Coordinator-  
Nara After-Care Internal Auditor

Code: 73110  
Health Group

Professional Drug Abuse Control Series

CLASS TITLE: Drug Abuse Control Administrator I  
PAY GRADE: 22 PAY RANGE: \$10,422 to 14,616

**CHARACTERISTICS OF THE CLASS:**

Under general supervision, designs, directs and coordinates drug abuse control activities for a county in the areas of counseling, urban affairs, corrections, and related activities; and performs related duties as required.

**EXAMPLES OF DUTIES:**

Supervises Drug Counselors and other staff members and controls the general daily operation of the counseling service; participates in team conferences and provides direct intensive casework and counseling; reviews and evaluates the work of subordinates; orients and instructs new employees; maintains a variety of contacts and works with community projects, group organizations; keeps records; writes reports; designs and implements programs for adjustment to society by those on Aftercare or Probation and Parole; trains correctional staff in facts of drug abuse; designs creative rehabilitation programs for incarcerated drug offenders; designs programs for families; prepares families to accept offender and why they turn to drugs and become addicted to drug habit; recognizes symptoms to prevent reoccurrence; provides adult and correctional houses of detention with special consultation; has broad cooperative effect with Aftercare and Probation and Parole; maintains close working relationship with local government; evaluates quality of results and makes recommendations to Assistant Director; coordinates activities of public and private agencies within area to have single direct attack on drug abusers; coordinates activities to eliminate parallel and contradictable services; reviews current programs; makes recommendations regarding assignment of responsibilities; prepares grant requests; consolidates programs; advises in regard to these programs; supervises telephone help lines, and summer resort program; coordinates transfer of patients between clinics; locates appropriate facilities; and coordinates office arrangements and other activities required to implement program within assigned county.

**MINIMUM QUALIFICATIONS:**

Training and Experience: Graduation from an accredited college or university with a bachelors degree in a social or behavioral science and three years of social service experience, two of which are in drug counseling with some supervisory experience required; or graduation from an accredited school with an associate degree and five years of experience of the type specified above; or an equivalent combination of training and experience.

Knowledge, Abilities and Skills: Knowledge of operation goals and activities of various local drug programs; considerable knowledge of counseling work principles, practices and techniques; considerable knowledge of human behavior; thorough knowledge of laws, regulations, and practices pertaining to drug programs; knowledge of community organization and available health resources.

Administrative ability; ability to plan, organize and direct a drug abuse program on a regional level; ability to act as liaison between field staff and the Office of the Director; ability to communicate with general public and community organizations through public speaking engagements; ability to accept other assignments as required.

Pay Grade 22

11/72

## Supervisor I

### Specifications:

Supervisor (1) is responsible for the effective and standard delivery of NARCONON Technology in the Correctional Center, and oversees the program in the Sussex Correctional Institution, to insure the amount and quality of production in accordance with goals and procedures outlined in the project.

Supervisor (1) supplies a weekly statistical and narrative report to NARCONON National Headquarters (Los Angeles, California) to be used for up to date evaluation of both programs.

Supervisor (1) acts as a liaison between the NARCONON programs at D.C.C. and S.C.I. and the Office of Drug Abuse Services.

Supervisor (1) maintains constant contact with social workers and other administrative staff of the correctional institution in order to provide evaluation data on those inmates in the program.

Supervisor (1) coordinates special programs and seminars.

### Job Qualifications:

Has satisfactorily completed:

1. Communications course
2. Basic Study course
3. Objective Orientation course
4. Pre-Release course
5. Supervisor course
6. Ethics course

In addition, has completed the following courses in a NARCONON Central Organization in Los Angeles or Washington, D.C.

1. Supervisors Specialist course
2. Training Routine Specialist course
3. Organization Executive Course

## Supervisor II

Same as Supervisor I except for completion of the Organization Executive Course.

Supervisor (2) is responsible for supervising the NARCONON program at the Sussex Correctional Center in accordance with standard NARCONON Supervisory Technology.

Supervisor (2) supplies Supervisor (1) with weekly narrative and statistical reports.

## Resumes of Personnel

Jack Malahauski - see attached

Gerald Riggin - see attached

## G. Hiring Procedure

Both staff positions in this project are filled at this time. If an opening should occur during the course of the grant period, NARCONON's National Management Office at 1229 West Westmoreland Street, Los Angeles, California 90006, would be contacted to provide a replacement meeting the job requirements previously outlined.

## H. Technical Assistance Required

NARCONON's National Management Office will make periodic inspections of both programs to insure program's standard operation and compliance with National Guidelines on technical delivery.

RESUME

Malahauski, Jack  
1600 Stream Rd. #12  
Wilmington, De 19809  
phone 798-0013

Born: 2/19/46

Director of The Ridgeville Community Development Program,  
Ridgeville, South Carolina, 1970-1971.

This program dealt primarily with establishing educational  
and skill development experiences for this small rural American  
Indian (Cherokee) community.

Graduate of University of South Carolina, BS, 1972.

Enrolled in Narconon Training Program in Austin, Texas, 1972.  
Completed all required courses in order to qualify for the  
Executive Training Program.

Graduated from Narconon Executive Training Program and Internship  
May 1973, Los Angeles, Calif.

Assistant Director of Narconon, El Paso Public Program, July 1973-  
May 1974.

Assumed post of Director of Narconon, Delaware, May 15, 1974.

RESUME

Riggin, Gerald P. - Supervisor II  
1802 Arlene Drive  
Wilmington, De 19804

Born: 12/19/51

Highschool: John Dickinson  
Milltown Rd.  
Wilmington, De

Completed GED in military service

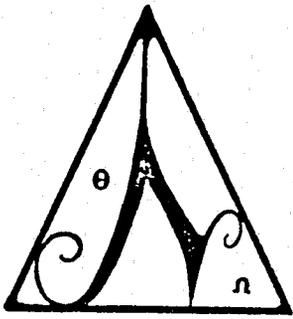
College: University of Delaware extension course  
Wilcastle  
Wilmington, De

3 credits in Sociology

U. S. Service: USMC - Discharged E-3, 1972

Narconon National Training: Took the communication course while  
incarcerated in Delaware Correctional Center.

Objective Orientation Course  
Pre-release  
Basic Study Manual  
Supervisor Specialist Course and Internship  
Training Routine Specialist  
Staff Training Level II  
Finance Training  
Organizational Executive Course



# NARCONON DELAWARE

## PROGRAMS

NARCONON DELAWARE CORRECTIONAL CENTER  
NARCONON SUSSEX CORRECTIONAL INSTITUTION  
NARCONON COMMUNITY SERVICES, WILMINGTON

## NARCONON AREA OFFICE

1802 Arlene Drive  
Wilmington, Delaware 19804  
Phone 998-6992

NARCONON STAFF STUDY

EFFECTIVNESS OF DELAWARE CORRECTIONAL  
CENTER NARCONON PROGRAM

22 October, 1975

by Jerry Riggin  
NARCONON DELAWARE

CONTENTS

- I Purpose
- II Resources
- III Method
- IV Result

## I PURPOSE

The purpose of this study was to establish the effectiveness of Narconon in the Delaware Correctional Center as compared with the prison as a whole.

The criteria used was the number and percentage of subjects arrested and employed. This is considered by Narconon to be the best means of measuring the effectiveness of the subjective result of the Narconon program.

## II RESOURCES

For the purpose of this study the records of the Bureau of Adult Corrections, the Department of Probation and Parole and CLUES were used to gather information.

Data on the study group was then checked with the Parole Officer each case.

## III METHOD

Since the start of the Narconon program in DCC up until March 1, 1975 88 inmates have completed the Communication Course. These were used as the study group. Of these 12 were still in prison, 2 had died and no records could be found for 4. This left a study group of 70 subjects.

The study group was divided into two groups. Group A completed the Communication Course and at least one more course. Group B completed only the Communication Course.

Inmates who did not complete at least one course were not used in the survey. It was felt that because the reasons for not completing the course are so diverse that no significant conclusions could be drawn from a study of this group.

For the purpose of a control group 98 inmates who had not participated in Narconon were selected. The method of selection was to simply take the next 100 inmates released after 1 July, 1974 who were released on parol, with goodtime or maximum sentence expiration. This information was obtained from the daily population movement forms filled out by the records department in DCC.

### III METHOD (con't)

After the records were searched and the information was recorded it was found that two of the names on the list were men who had been in Narconon and so were deleted from the list. Records on 11 of the names submitted were not found in CLUES leaving a\*control group of 87.

### IV RESULTS

<u>Total Study Group:</u> 70	<u>Control Group:</u> 87
**Arrested: 21 (30%)	Arrested: 56 (64.37%)
No Arrests: 59 (70%)	No Arrests: 31 (35.63%)
***Employed: 40 (57%)	Employment for this group unknown.

<u>Group A :</u> 25	<u>Group B :</u> 45
Arrested: 4 (16%)	Arrested: 17 (37.77%)
No Arrests: 21 (84%)	No Arrests: 28 (62.33%)
Employed: 15 (60%)	Employed: 23 (51.1%)

See graph 1 and 2 for comparative times the groups were in Narconon.

- 
- \* It should be understood that this group does not actually represent a standard control group. There is no way to ascertain drug usage among this group or if they were in other treatment programs. It is used only to give an idea of the recidivism rate for the prison population released within the outlined criteria.
  - \*\* "Arrested" is being used to cover any further contact with the judicial system (i.g. parole absconder)
  - \*\*\* Employed is used to cover education as well as paying employment.

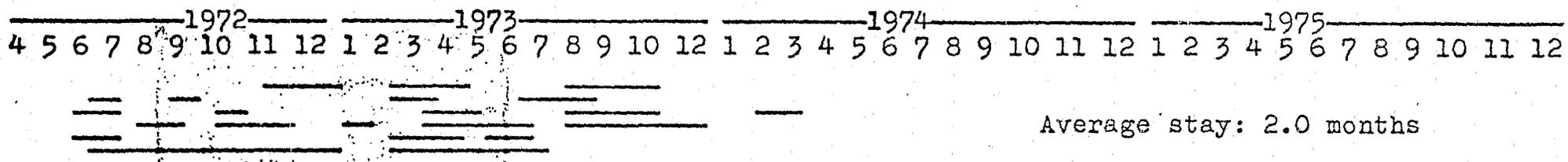
Graph 1&2 on the following page show the times the men involved in Narconon were in the program. As can be seen from the graph, the men who were not arrested tended to stay in the program longer than those who were arrested.

These two graphs also indicate that a significant number of the men who were rearrested following involvement in Narconon were involved in the program in or around the time there was no professional supervisor.

Graph 2 indicates that as we move closer to present time the rearrest rate declines, indicating that the programs effectiveness is improving.

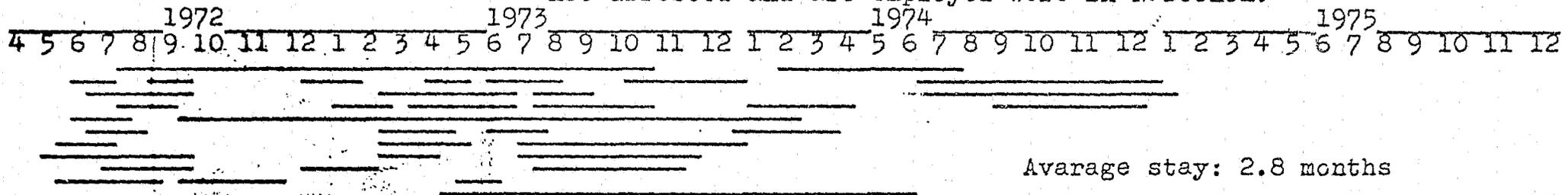
Graph 3, on the second page following, shows the relative success rates of the groups involved in the study.

**1** This is a graph of the times men who were arrested, violated probation or parole were in Narconon.

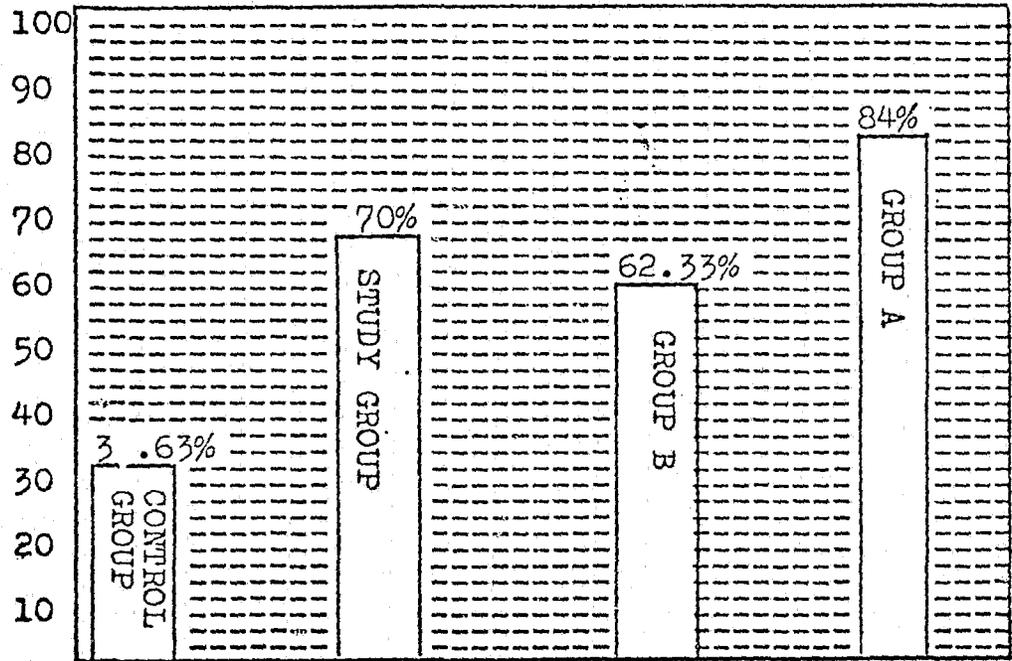


Each line represents the stay in Narconon of one inmate.

**2** This is a graph of the times men who were not arrested and are employed were in Narconon.



Shaded areas represent the time when no outside supervision from a professional supervisor was present and the program was totaly run by inmates.



PERCENTAGES OF SUBJECTS NOT ARRESTED AFTER INCARCERATION.

**END**