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### An Interview with George Lombardi: Director of Corrections for the State of Missouri

George A. Lombardi

*State of Missouri, Department of Corrections, [george.lombardi@doc.mo.gov](mailto:george.lombardi@doc.mo.gov)*

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**AN INTERVIEW WITH GEORGE LOMBARDI:  
DIRECTOR OF CORRECTIONS FOR THE STATE OF MISSOURI**

GEORGE A. LOMBARDI\*

PROFESSIONAL LIFE IN THE DEPARTMENT OF CORRECTIONS

A. *George Lombardi's Career*

*Could you take us through your career in the Missouri Department of Corrections?*

I started out doing an internship for my Master's degree in psychology at the Missouri State Penitentiary in 1972. So it was quite a number of years ago. After that I was hired as a psychologist through the Law Enforcement Assistance Administration, which was an arm of the Department Of Justice and part of a bill signed by President Nixon: the Omnibus Crime Bill.<sup>1</sup>

There were a couple professors from the University of Missouri–Rolla (now Missouri University of Science and Technology) who applied for a grant to work with people who were getting turned down for parole but were getting out of prison. In other words, they were flattening out their time, and there wasn't much opportunity for them. Some of them had been incarcerated for many, many years, so the transition from the prison to the community was going to be particularly difficult. My work focused on counseling and job readiness. There were job developers that went out and tried to find jobs, counselors that tried to find them places to live. That grant lasted for about a couple years.

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\* Director, Missouri Department of Corrections. Mark Anderson and Dean Hunter of the *Public Law Review* conducted the interview on August 23, 2013. The *Public Law Review* is grateful to Director Lombardi for taking the time to speak with us and share his insights.

Mark Anderson transcribed and edited this interview. He is a 2014 graduate of St. Louis University School of Law and holds a BA from Rhodes College. He was the Lead Administrative Editor of the *Public Law Review* for 2013–2014. He would like to thank SpearIt for his contributions to this journal and to this article in particular.

1. Omnibus Crime Control Act of 1970, Pub. L. No. 91-644, 84 Stat. 1800 (codified as amended in 42 U.S.C. § 3711 (2012)). President Nixon signed the Omnibus Crime Bill on January 1, 1971; the bill provided \$3.55 billion for the Law Enforcement Assistance Administration. Statement on Signing the Omnibus Crime Control Act of 1970, PUB. PAPERS 1–2 (Jan. 2, 1971).

Ultimately, I was made a warden of what was then called the State Correctional Release Center in Tipton, Missouri, which is now the Tipton Correctional Center.<sup>2</sup> I took all my men in my program, which had grown to well over 150—this was large for that kind of a program—I took them up to Tipton, which was the women’s prison at the time. The women at Tipton were transferred down to Renz prison, and I became warden of the Tipton facility. I was only twenty-nine years of age, which was pretty young for a warden since the average age was in the fifties.

From there, I became a warden of Algoa Correctional Center which, at that time, was a young first-offender institution with offenders’ ages 17–25.<sup>3</sup> Because of the age group of the population here, the institution had a large education program. In any event, I was warden there from ’79 through ’83.

In ’83, I was appointed Assistant Director of Adult Institutions. I had control of half of the prisons at the time. In 1986, I was appointed Director of Adult Institutions, which is in the prisons division. And then I retired in 2005 after eighteen years as director of that division.<sup>4</sup>

After I retired, I did some consultant work. I flew out of St. Louis every other week for about two and a half years to a facility for committed youth in the Washington, D.C., Division of Youth Services. I worked with the administration there trying to develop best practices. Actually, I was working with Mark Steward, who was director of the juvenile system here in Missouri, the Division of Youth Services, for eighteen years.<sup>5</sup> He was there for the same eighteen years that I was director of adult institutions, and the Division of Youth Services was a model juvenile justice program. It won the Harvard award accordingly a few years ago.<sup>6</sup> Mark was requested to consult with the

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2. Recently this facility received “Facility of the Year” honors from the National Health Care Organization for demonstrated excellence in health services. Press Release, Mo. Dep’t of Corr., Mo. Prison Selected as “Facility of the Year” by Nat’l Health Care Org. (July 26, 2010), available at <http://doc.mo.gov/PressReleases/2010/20100726.pdf> (“This achievement affirms that through the quality of service we provide to our offender population, we can fulfill our vision to be the standard of excellence in corrections.”).

3. Algoa Correctional Center is now an adult correctional center and was one of sixteen Missouri prisons to donate items to Joplin, Missouri, and Moore, Oklahoma, as part of the Restorative Justice Program after large tornadoes struck the cities. Press Release, Mo. Dep’t of Corr., Dep’t donates to tornado-torn Moore (June 17, 2013), available at <http://doc.mo.gov/PressReleases/2013/20130617.pdf>. The donated items included toys, school supplies, blankets, pillows, quilts, hats, all handcrafted by offenders in the program.

4. H.R. 95, 93rd Gen. Assemb., Reg. Sess. (Mo. 2005), available at <http://www.house.mo.gov/billtracking/bills051/hlrbillspdf/0149C.01.pdf>.

5. See *Our Staff*, MO. YOUTH SERV. INST., <http://mysiconsulting.org/staff.php> (last visited May 22, 2014).

6. *Division of Youth Services 2008 Winner, State of Missouri*, HARVARD UNIV. KENNEDY SCH. OF GOV’T, <http://www.innovations.harvard.edu/awards.html?id=120761> (last visited May 22, 2014).

Division of Youth Services in Washington, D.C. They needed administrative guidance, so that's the role I played. So I was still in government essentially and not the private sector. Mark started doing this because the Annie E. Casey Foundation<sup>7</sup> had approached him about the program and said, "You're a model system, you need to proliferate what you're doing in other systems." He started with Louisiana, and he's still doing it. He's all over: New York and the Cayman Islands for example. So I didn't feel like I was in private sector; I felt like I was in the government sector. Yes, they were in desperate need. The mayor had appointed a very forward looking and revolutionary guy as the Director of Youth Services. That's why he asked me to come in and help out. They ended up building a brand new facility that was much more humane, and the organization of the system got much, much better. It is much better today than it was years ago.

And ultimately after that, Governor Nixon asked me to come back as director of corrections in 2009, and I've been there ever since.<sup>8</sup>

*B. Role as Director of Corrections*

*What are your responsibilities in your current position?*

Obviously, the main area of responsibility is to ensure public safety. The first and foremost way to do that is to have a system that keeps the people that are incarcerated, incarcerated. And to do that, we do the best we can to divert probationers from coming to prison and to prevent the reentry by parolees. That is a major focus that we have: to ensure public safety. And then I have the responsibility of making sure that the prisons are safe in terms of staff training and programmatic things to keep the prisons running well.

You have to remember that I've got 11,500 employees, 31,500 inmates, 65,000 people on probation and parole, 20 prisons, 2 community release centers, and 7 community supervision centers that I am responsible for.<sup>9</sup> It's a gigantic operation.

I am both the internal and external spokesperson for all things corrections. I'm also a cabinet member along with my other fellow department heads. The Department of Corrections is one of the largest, probably the largest, general

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7. *About*, ANNIE E. CASEY FOUND., <http://www.aecf.org/AboutUs.aspx> ("The Annie E. Casey Foundation is a private charitable organization, dedicated to helping build better futures for disadvantaged children in the United States.") (last visited May 22, 2014).

8. Virginia Young, *Nixon Taps 'Strong Team' For His Cabinet*, ST. LOUIS POST-DISPATCH (Feb. 15, 2009), [http://www.stltoday.com/news/local/nixon-taps-strong-team-for-his-cabinet/article\\_7e362794-6275-5e09-9406-73056b4621bc.html](http://www.stltoday.com/news/local/nixon-taps-strong-team-for-his-cabinet/article_7e362794-6275-5e09-9406-73056b4621bc.html).

9. See MISSOURI DEP'T OF CORR., ANNUAL REPORT 2013, at 5, 9 (2014), *available at* <http://doc.mo.gov/Documents/publications/AR2013.pdf>.

revenue department.<sup>10</sup> The vast majority of our money comes from state taxes as opposed to federal money, of which we receive limited amounts. My responsibility is to oversee the entire department which includes four divisions: first, the Division of Adult Institutions, which is all twenty of the prisons.<sup>11</sup> Second, the Division of Probation and Parole, which includes fifty-four parole offices all over the state.<sup>12</sup> Third, the Division of Rehabilitative Services, which includes the Missouri Vocational Enterprises, and traditionally has been called the division of prison industry, education, mental and medical health.<sup>13</sup> And lastly, the Division of Human Services which is human resources, staff training, and all the personnel that bring food and other services into the prison.<sup>14</sup> So those are the four divisions.

And then of course I have a cadre of administrative staff that report directly to me, including a chief counsel and two more counsel, an emergency management director, an Inspector General who reports directly to me, and my deputy director.<sup>15</sup> As a cabinet member, I report to the governor, prepare budgets, and go before the General Assembly to make the case for our programs. There's an oversight House Committee on Corrections that I deal with on a regular basis.

*How involved are you with other directors of correction? Especially on the topic of education. Does this come up a lot?*

I belong to an Association of State Correctional Administrators which is all fifty of the directors of corrections and the directors of Los Angeles, Philadelphia, New York, Chicago, Guam, and Puerto Rico.<sup>16</sup> We meet on a semi-annual basis. I can't recall when education *per se* was a topic. Education is just such a basic part of what we do; there's nothing particularly unique about it. The topics are usually issues that we're struggling with, particular programs, or efforts that are exemplary in nature that people want to share with

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10. See MAP: MISSOURI ACCOUNTABILITY PORTAL, <http://mapyourtaxes.mo.gov/MAP/Portal/Default.aspx> (follow "Expenditures" hyperlink; then "Search by AGENCY" hyperlink; select "2013" then follow "GO" hyperlink). The Missouri Department of Corrections received \$275,858,505.04 in appropriations in fiscal year 2013. *Id.*

11. *Division of Adult Institutions*, MO. DEP'T OF CORR., <http://doc.mo.gov/DAI/> (last visited May 22, 2014).

12. *Division of Probation & Parole*, MO. DEP'T OF CORR., <http://doc.mo.gov/PP/> (last visited May 22, 2014).

13. *Division of Offender Rehabilitative Services*, MO. DEP'T OF CORR., <http://doc.mo.gov/DORS/> (last visited May 22, 2014).

14. *Division of Human Services*, MO. DEP'T OF CORR., <http://doc.mo.gov/DHS/> (last visited May 22, 2014).

15. *Office of the Director*, MO. DEP'T OF CORR., <http://doc.mo.gov/OD/> (last visited May 22, 2014).

16. *Organization of ASCA: Membership*, ASS'N OF STATE CORR. ADM'RS, <http://www.ascanet/projects/22/pages/173> (last visited May 22, 2014).

one another. I just don't remember at the moment about the last time we discussed education. There is today, however, a Correctional Education Association.<sup>17</sup>

#### MISSOURI EDUCATIONAL STRUCTURE IN THE DEPARTMENT OF CORRECTIONS

##### A. *Assessments for New Inmates*

###### *How do inmates enter the system?*

Every inmate that comes into the system has a classification and assignment assessment of all their needs. The assessment covers a person's educational level, mental health, physical health, sentence structure, and other things, and every offender goes through this process at the assessment centers. The assessments happen at facilities separate from the prisons. There is the Central Missouri reception diagnostic center in Fulton, the Eastern Missouri correctional diagnostic center in Bonne Terre, and the Western Region diagnostic correction center in St. Joseph, Missouri, to the northwest. And our facilities are clustered to the northwest, central, and southeast. There are a couple of exceptions, but that's generally the case. All women are assessed in the women's prison in Vandalia.

The inmates have a medical assessment to find out if there are medical needs that require immediate attention. Part of the assessment is going to include an educational assessment to see where they stand in terms of their educational needs. Finally, a mental health assessment takes place. Based on these three assessments, which are part and parcel to the classification decision that's made for that particular individual, a decision is made about what prison the person should enter. Those three things, the time they have left to serve, and other things factor into which prison they will be assigned.

The educational assessment determines the person's educational needs. In the state of Missouri, academic programs leading to high school equivalency are mandated statutorily.<sup>18</sup> So, if you do not have your high school diploma, you have to enroll in high school, in GED classes, or in preparatory classes. Because there is such a great need for our offenders to get their high school diplomas, it is the main focus of the educational programming.

We have the same educational obligation for the state and federal mandate about programs that require helping individuals that are disabled or developmentally disabled. We have the same requirements as all other school systems throughout the country. We have all kinds of special needs education programs because it is required that offenders with special needs still have

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17. CORR. EDUC. ASS'N, <http://www.ceanational.org/> (last visited May 22, 2014).

18. MO. REV. STAT. § 217.355.4 (2013) (requiring the establishment of a program of instruction for the education of inmates).

access to education. After the educational assessment is done, if they need adult basic education below the high school equivalency, they will be enrolled accordingly and receive their education from certified teachers. Our teachers will be working on bringing them up as far as they will go.

The overriding purpose of our education program systemically is to ensure every offender progresses as far as they can up to and including the high school equivalency degree. Upon completion of these courses and attainment of the degree, the prisons hold graduation ceremonies in which prisoners speak and families can attend. This serves to mark the important event for them and to emphasize it as a notable achievement.

### B. *Statutory Mandate*

*Do you believe the statutorily mandated education has assisted your efforts?*

Absolutely. Because offenders don't necessarily want to be in the classroom, the mandate has been a good thing. Another aspect is that if offenders that come in have already had a high school education or college education, we use them as tutors so they help their fellow offenders. They're a very intricate part of the success of our education program. It's a very positive program for them, for their fellow students, and for our teachers.

### C. *State of the Program*

The educational program is part of the Division of Rehabilitation Services.<sup>19</sup> This structure makes sense because that division is where you have the medical, health, and all the programmatic pieces for offenders. We have an education director who reports directly to that division director. Then we have a large group of central office education personnel that oversee all the various programs of education that we provide to ensure their efficacy. We have a very sophisticated educational system for academic education. There are hundreds of teachers located in almost every prison except for maximum security facilities.

Our current education general revenue fund is \$8.7 million.<sup>20</sup> That includes all the academic and vocational expenses. And we receive about \$2.2 million of federal money. So the total is about \$11 million. Unfortunately, the current state of the economy here in Missouri has necessitated budget cuts. Among the

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19. *Division of Offender Rehabilitative Services*, *supra* note 13.

20. GEORGE A. LOMBARDI, DIR., MO. DEP'T OF CORR., MISSOURI DEPARTMENT OF CORRECTIONS BUDGET REQUEST FY 2015, at 73, *available at* <http://content.oa.mo.gov/sites/default/files/FY%202015%20DOC%20Budget%20Gov%20Rec%20Book%203.pdf>. The Department of Rehabilitative Services are in Book 3 of 3, and the budget request includes the Governor's recommendation.

changes was the elimination of education in maximum security facilities. However, most of those maximum security facilities have obtained volunteers to come and provide some education. In addition, our theory is that if the offender progresses appropriately in the serving of his or her time, the prisoner will move down the custody matrix to a lesser security facility. There the prisoner will be able to continue their education appropriately.

### 1. Curriculum

*Where does the curriculum for this program come from?*

The curriculum is designed based upon the Department of Elementary and Secondary Education (DESE). DESE is the one that oversees academic programs in the state of Missouri, and they develop the curriculum.<sup>21</sup> Our role is to carry it out. How it's delivered may be something our people have to do differently. But the curriculum is designed by the state department of education.

Men and women in prison have to be getting or actively seeking their GED to get parole, unless they are unable. We have a panel of education counselors that make that assessment. "This person has gone as far as they can go. Eighth grade is all they're going to be able to achieve because of their capacity." Then that person won't be impeded to get parole.

The Parole Board may make as a condition of parole that the person continue their pursuit of a GED once we release them. This could happen if someone comes in for a short time and they're as involved as they're supposed to be in the academic education, but their parole date comes up before they've finished the program.

### 2. Program successes

*Where have you seen the best results in the curriculum?*

We do really well with high school diploma efforts; there's no question about it. Last year, meaning fiscal year 2012, the inmates earned 1,180 GEDs.<sup>22</sup> The success rate of applicants for GEDs in our system is about 86 percent, which is probably one of the highest in the state of Missouri by far. When you think about it, that makes sense. We've got them there every day. It's not like they're going around on the street. They've got to be there.

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21. See MO. DEP'T OF ELEMENTARY & SECONDARY EDUC., <http://dese.mo.gov/overview> (last visited May 22, 2014).

22. The total number of GEDs that offenders at both institutions and treatment centers earned was 1,671. MO. DEP'T OF CORR., ANNUAL REPORT 2012 (2013), available at <http://doc.mo.gov/Documents/publications/AR2012.pdf>.



We do make a celebration of graduation for their GEDs. Some places have invested in caps and gowns. The families come and offenders have the opportunity to speak. I've done a couple of those graduation speeches. We try to make those into a notable event, because it is a significant achievement. I don't know if I could go back and pass the GED. It's quite an accomplishment. We should always reinforce positively when we can and recognize offenders when they achieve. When we hand out certificates for completion of their vocational education, we make sure to celebrate those too. I think the educational success breeds self-esteem, self-esteem breeds confidence, confidence builds the idea that I can go out there and be successful.

*D. Vocational Education*

*How does your department make use of vocational education?*

Vocational education is very critical, almost as important as the academic education for the people that are leaving.

We have a very large vocational education program in a variety of disciplines.<sup>23</sup> So vocational educational is used for offenders that have fairly short terms and are getting ready to leave, so that they can utilize their certificate. Along with the academic education, these programs are also crucial. We do have Department of Labor certificates that they can earn which are very important. But vocational education is very critical for offenders who are not going to do much beyond high school.

Vocational education clearly benefits individuals similarly to the GED curriculum because the recidivism rates related to those two programs are pretty obvious. They are making a difference for people. This is also why I so strongly support vocational education. If you've got a skill coming out of prison that you've learned how to do, plumbing or basic carpentry or whatever, that's going to help you enormously in securing a job. And jobs are related to the success of offenders on the outside. It's as simple as that.

We also look at what the future holds for the possibility of employment for people when they get out. We look at what's going on in terms of where the future lies for jobs. I'll use this as the case in point, which we just changed last year. We were engaged in one of our programs with computer repair. Nobody repairs their computers anymore. You just don't do it; so we switched it over to web design. We've now got three web design programs running. The offenders that are in that program are very enthusiastic about it. They're doing a great job.

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23. See MO. REV. STAT. § 217.355.2(2) (2013). See also, e.g., MO. VOCATIONAL ENTERS.: CORR. INDUS., <http://doc.mo.gov/mve/> (last visited May 22, 2014).

## SLU PROGRAM AND HIGHER EDUCATION

*How does higher education fit into the Missouri prison system?*

If a person has the ability to obtain a college education, I think they should. Since Pell Grants came from federal funds, rather than state funds, I was for it. But keep in mind that's a miniscule number of people overall that are going to get the opportunity to take advantage of that. That opportunity existed when we had Pell Grants, and we had a number of students take advantage of the program. But now the money for college programs is scarce. All the Pell Grants were excluded from inmates a few years ago.<sup>24</sup> We did have a replacement program that lasted until 2010, but that ended in 2010.

Our first and foremost obligation, I believe, is to ensure the vast number of offenders who do not have their high school diploma achieve that during their incarceration. As a result of that, a very large portion of our general revenue funds is geared to that effort, as well as to provide a significant number of vocational education opportunities for offenders. This combined educational endeavor assists the largest number of offenders to secure employment and be successful upon release.

In the current economic climate, in the state of Missouri, it simply is not feasible for me to approach the General Assembly for state tax dollars to pay for offenders' college education. This has been made clear to me time and again, especially when families with children who are not incarcerated struggle to find funds for their kid's college education.

Having said that, there are those offenders who certainly could increase their chances of success if they could take advantage of a college education. Therefore, I am in favor of partnering with colleges and universities to provide such education utilizing grant funds or other means to present such programs by means other than Missouri state tax dollars.

A. *St. Louis University**What are your thoughts on the program partnering with SLU?*

The SLU program we have down at Bonne Terre is a good one.<sup>25</sup> When they came to me to ask me to do it, I said I'll do it if you do it with my staff as well. I like that idea. I want it to be for offenders who will be paroled as soon as possible after they get the full degree, so they will have an opportunity to use that degree or continue their academic career once they complete their sentence. I focus the program in this way because access to that level of

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24. Violent Crime Control and Law Enforcement Act of 1994 § 20411, 20 U.S.C. § 1070a(b)(6) (2012).

25. See generally *Prison Program: Education, Research, Service*, ST. LOUIS UNIV., <https://www.slu.edu/prison-program> (last visited May 22, 2014).

education is such a scarce commodity and should be used to do the most good. Additionally, it's important to me that the prison staff has access to it so that they too can benefit. I'm extremely interested in discovering how offenders who have received their college degrees fare once they leave the prisons and return to the community.

Currently, the program is going smoothly and we're very happy with how it's performing. Many new programs brought to the prison system encounter some difficulties in adjusting to the unique environment, and it's encouraging for other programs that the SLU program now functions so well. Furthermore, the program is a good one because it adds positive programming to the prison's operation. The work improves the atmosphere and climate of the prison, which improves prison safety and security. For that purpose alone it's very beneficial.

But, moreover, it becomes a wonderful program when it both improves prison safety and when it positively makes a difference for the individual when they leave. Not only the degree, but also the cognitive and emotional changes the work fosters in the inmates produces this difference. Then we can say it is a successful program. I sincerely hope it will continue and that we can implement similar programs in the other prisons.

#### *B. Other Methods and Washington University*

*How else can inmates pursue higher education aside from a program like SLU's?*

Another way in which college work can be done is if an inmate does correspondence courses, which we certainly allow to happen with their own funds. We have about 300 offenders which are doing correspondence courses, primarily via Ohio State.

Even still, there was one woman from Evergreen State College at the Public Interest Law Symposium 2013 which I thought was tremendous. We're trying to do some of the things she's done. The Corrections Department of Washington State has joined with a state college, and they're doing endangered species salvation with the inmates.<sup>26</sup> They've worked with moths, and they've done a frog. The offenders are doing great. They've become scientists and using the experimental method. We're going to try to do something along those lines too.

I've also been working with Washington University, St. Louis, to do a program similar to the model one that SLU has put in place, at another prison.

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26. See Phuong Le, *U.S. Prison Inmates Raise Frogs, Butterflies*, USA TODAY, Sept. 22, 2012, available at <http://usatoday30.usatoday.com/news/nation/story/2012/09/22/us-prison-in-mates-raise-rare-frogs-butterflies/57827452/1>; *The Sustainability in Prisons Project*, EVERGREEN STATE COLL. & WASH. STATE DEP'T OF CORR., <http://sustainabilityinprisons.org/> (last visited May 22, 2014).

SLU has shared what they've done at the Bonne Terre facility with Washington University to assist. We've now progressed to the stage where the program will start soon at the Missouri Eastern Correctional Center and we're very excited to begin.

#### BENEFITS OF EDUCATION

##### A. *Effects*

*How do you see education positively impacting both inmates and the communities they return to?*

I think it's directly related to public safety for us to do the best we can to get people a high school diploma, and they can at least get some kind of a job even with a felony background. It's hard even then. Here's the point, if someone comes out of prison with a felony in their background and they don't have their high school diploma, they're not getting any kind of job. The key pieces for success upon release are jobs, transportation, housing, and treatment for medical or mental health issues. Those are all factors. But I'll tell you right now that if you don't have a job, you're going to fall back into the same thing. And the studies of recidivists from places like the National Institute of Corrections and the American Correctional Association reinforce that idea.<sup>27</sup>

Without education, their chances of committing crime again are higher than those that do get their education. That's why I argue that the education program is important. I'm not going to argue the college education, but I will argue the vocational education and the high school equivalency diploma for the reasons discussed above. This is a safety issue. What do you want me to do with these people while they're incarcerated? About 95–97 percent of them are coming home. How do you want them? Don't you want them to be able to be productive citizens when they get out? Or would you like for them to go back to keep doing what they've been doing? Because that's a sure possibility if they don't get the proper educational needs that they missed out on the street. That's the argument I would make.

*What might be a reason that education has this effect?*

Educational programs and vocational programs provide the opportunity to cooperate with others and build cooperative attitudes. If they are getting along well in a classroom with other people, then they learn to work well with others. That's a critical skill when they leave prison. They're working together with one another, and in vocational education they work with other offenders

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27. See PEW CTR. ON THE STATES, STATE OF RECIDIVISM: THE REVOLVING DOOR OF AMERICA'S PRISONS 34 (2011), available at [http://www.pewstates.org/uploadedFiles/PCS\\_Assets/2011/Pew\\_State\\_of\\_Recidivism.pdf](http://www.pewstates.org/uploadedFiles/PCS_Assets/2011/Pew_State_of_Recidivism.pdf).

building small houses or whatever it might be.<sup>28</sup> I think there's something to be said for that accomplishment. I think any time education expands and they're thinking, it says to me that it's now a matter of self-esteem to achieve that goal.

Additionally, these positive benefits don't apply only to adults. I really believe, based on longitudinal studies, that children at risk who get the advantage of quality early childhood education are deferred from the criminal justice system later in life. There's a study in Ypsilanti, Michigan, called the HighScopes Perry Preschool Study.<sup>29</sup> They took kids and put them in two groups. One got quality early childhood and one did not. They're close to their fifties now. There were differences in everything from education to income level to house ownership to, my parochial interest, contact with the criminal justice system. The differences are enormous.

### B. *Restorative Justice*

*Are there other programs that educate inmates outside of the classroom setting?*

I require every facility to engage in some sort of restorative justice. Restorative justice, which I can talk about all day long, is an alternative to getting someone their college degree while they're in a maximum security prison.

Restorative justice teaches offenders two qualities that, after my thirty-eight years in my department, I have come to realize that they are missing in their emotional and psychological makeup. Those are compassion and altruism. Many offenders have a lack of compassion because either they never had it to begin with or they had it as children but it was suppressed because of childhood trauma. We have a lot of people with childhood trauma, believe me. What the restorative justice program does, by making things to give to people, is nurture compassion. By the way, whoever gets the benefit of whatever it is the offenders make writes a letter back to them and says what it means. So I can show that to the inmates. That can, in fact, either inculcate compassion where it didn't exist or reinforce it. The idea of altruism and giving to others becomes part of their life. I'm hoping that will stick with them when they live outside of prison. Because compassion and altruism are qualities that make us human and humane; they are anathema to criminal behavior. I am very, very strongly in favor of that.

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28. See MO. VOCATIONAL ENTERS.: CORR. INDUS., *supra* note 23.

29. HIGHSCOPE, HIGHSCOPE PERRY PRESCHOOL STUDY (2005), <http://www.highscope.org/content.asp?contentid=219>.

For example, a program might make things for kids. In this city, there's an organization called KidSmart.<sup>30</sup> It's a place a teacher can go to purchase supplies. Teachers in this day and age end up, especially in poorer districts, going and buying their own supplies because the district can't afford them in the classroom. The inmates make those things: Flashcards, coloring books, blocks, all kinds of stuff. In the last ten years, we just had a figure from KidSmart, they've made a half-million dollars' worth of materials. I can go on and on about restorative justice, it's really amazing.

*How does Puppies for Parolees help further the goals of the program?*

Puppies for Parolees is one of my favorite programs. I think that there are definite parallels with what we talked about earlier in terms of building self-esteem. The offenders in the Puppies for Parolees get great esteem from being successful at training the dog that comes in the door.<sup>31</sup> The dog may be so scared of people at first that people had to carry him and now he's made a beautiful pet. He's trained, socialized, passed the American Kennel Club citizenship test, which every dog that's been involved in the program must do. I see the benefits to the self-esteem of the inmates arising from this the same way I see it when an inmate completes his or her GED. Puppies for Parolees is a restorative justice issue as opposed to getting an education. They're giving something and the getting is in the giving. I say that a lot about this program and all of our restorative justice programs.

The program has expanded considerably. We're just about to put the program in nineteen out of the twenty prisons now. We're just about to hit 2,500 dogs that have been trained and adopted. It's the most amazing thing. I'm putting together with the University of Missouri the possibility of a national symposium on dog programs in prison, so I've contacted my colleagues on a listserv and I've gotten a lot of interest. There are dog programs in most systems.

We want to just talk about how to continue to develop the programs. Dogs are going to places I've never thought of. Every one of our veterans' homes has dogs, eight mental health facilities have dogs, and we're now moving into nursing homes with our dogs. So it's really, really good. I encourage you to go

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30. KIDSMART: TOOLS FOR LEARNING, <http://www.kidmartstl.com/> (last visited May 22, 2014).

31. *Puppies For Parole*, MO. DEP'T OF CORR., <http://doc.mo.gov/DAI/P4P.php> (last visited May 22, 2014). See also Craig Mackenzie, *Puppies for Parole: How Rescue Dogs are Helping Convicts Rehabilitate and Win a Chance at Early Release*, DAILY MAIL (Jan. 6, 2012), <http://www.dailymail.co.uk/news/article-2083092/Puppies-parole-How-rescue-dogs-helping-convicts-rehabilitate-win-chance-early-release.html>.

on the Missouri Puppies for Parole Facebook page.<sup>32</sup> I'm really proud of that program, and all of our restorative justice programs.

#### CONCLUSION

*Do you have any closing thoughts on this issue?*

I think that the sad thing is that these people have to come to prison to get their education. It says a lot about them and their lack of discipline personally. But it also says something about the academic setting from which they come. It's really bothersome to me that we are in this situation in which we have to give education to offenders. It shouldn't happen. I'm as passionate and verbose because I speak about this as often as I do about corrections, about taking care of children at the earliest possible age. I am a strong proponent of quality early childhood education.

The time I spent at the facility for committed youth in Washington, D.C., with these young kids, who were fourteen, fifteen, sixteen years old, also reinforces my opinion about early childhood education. These children came from the inner city of Washington, D.C., and their father was in prison, their mother was a prostitute, and the only people they had to look up to were the drug dealers on the corner. Why do we expect anything other than they would come into the criminal justice system? Once again, it is the earliest at-risk child that we can help that is going to be, in my mind, the best long term investment. Thus, when we start shutting down prisons, it will be because those children are more successful. And, by the way, that should be my goal: shutting down prisons commensurate with public safety.

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32. *Missouri Puppies for Parole*, FACEBOOK, <https://www.facebook.com/MissouriPuppiesforParole> (last visited May 22, 2014).