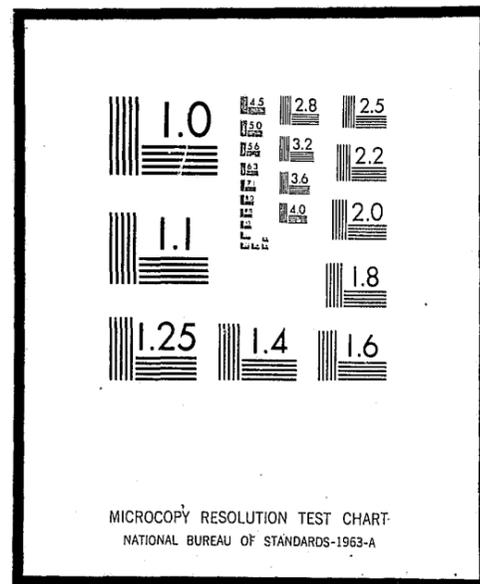


NCJRS

This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U.S. Department of Justice.

U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

7/22/76

EVALUATION OF ADULT HALFWAY HOUSES IN OHIO

VOLUME I

by

Richard P. Seiter
Joan R. Petersilia
Harry E. Allen

December 1974

Acknowledgements

The authors wish to thank several persons and agencies who assisted in the study and preparation of this report. Initially, we must thank the funding agencies (the Ohio Administration of Justice Division and the Columbus/Franklin County Criminal Justice Coordinating Council) for support of the study. Several agencies also were cooperative and assisted in various ways. These agencies, in no particular order, are the Ohio Department of Rehabilitation and Correction and the Adult Parole Authority, the United States Bureau of Prisons and Board of Parole, several county and municipal courts and probation departments in Ohio, and the multitude of community service agencies who provided us information. We are sorry that the list of individuals and specific agencies is so long that it prevents us from mentioning each personally.

The halfway houses involved in the study deserve more thanks than we can provide in this acknowledgement section. Each house and its staff were extremely cooperative and gave of their time from an already overloaded schedule. Without their close cooperation and effort by house staff, it would have been impossible to develop a report of any benefit to its readers.

This report would not have been possible without the help of a hard working and devoted staff. The project directors feel fortunate to have had the opportunity to have worked with such outstanding individuals. Frederick E. Davis, Barbara D. Estreicher, Michael P. Fisher, Thomas J. Horan, Jeffrey G. Lobas, Murray Merner, Thomas J. Murphy, Joan R. Petersilia, Gary F. Suttles, and Bruce L. Thomas were each assigned the responsibility for conducting interviews and gathering data for a particular house. Constance L. Simmons was instrumental in the data analysis and Mr. John J. Baumeister (then Associate Director of the Program) handled all administrative matters and assisted in project operations. All of the staff at the Program for the Study of Crime and Delinquency deserve recognition for the constant advice and assistance they provided to project staff.

There is also a number of persons who served as project staff in specific areas. These persons gathered data and wrote the original drafts of several sections of this report and should be cited as contributing authors. Contributing to Volume I were Dwight H. Ely (Halfway House Location and Environment), Ms. Robin Milstead (Goals and Objectives), and Dr. Charles J. Murphy and Thomas J. Zenisek (Management Study). Dr. John D. Joscelyn developed the Markov model used in projected future loads and assisted in writing that chapter included in Volume II.

All the above deserve our thanks and made the job of the project directors and authors of this report much easier. We hope the contents of this report are sufficient to warrant the effort put forth by the above listed persons and agencies.

Table of Contents

	<u>Page</u>
Acknowledgements	1
List of Tables	
<u>Chapter</u>	
I. INTRODUCTION	1
Goals of the Study	3
Methodology	4
Notes	7
II. HISTORICAL DEVELOPMENT OF HALFWAY HOUSES	8
Development of Halfway Houses in the United States	8
Recent Development of Halfway Houses in Ohio	16
Description of Halfway Houses Included in the Study	22
Notes	32
III. HALFWAY HOUSE GOALS	34
Ohio Halfway House Goals	35
Congruence Among Goals	38
Setting Goals	40
Objective Hierarchy	42
Management and the Objective Hierarchy	48
Notes	54
IV. TYPES OF RESIDENTS AND THEIR ENTRANCE INTO THE HALFWAY HOUSE	55
Categories of Halfway House Residents	55
Entrance to a Halfway House	62
Attitudes of Ohio Inmates Toward Halfway Houses	69
V. CHARACTERISTICS OF THE EXPERIMENTAL AND CONTROL GROUPS	79
Demographic Data	79
Criminal Record	82
Employment History	85
Alcohol and Drug Abuse	86
Summary	87
VI. NEEDS OF HALFWAY HOUSE RESIDENTS	89
Living Arrangements	89
Social-Recreational Needs	92
Employment	93
Financial Needs	94
Hierarchy of Residents' Needs	94
Notes	96

<u>Chapter</u>	<u>Page</u>
VII. HALFWAY HOUSE TREATMENT PROGRAMS	97
One-to-One Counseling	98
Halfway House Milieu	107
Group Meetings	114
Counseling by Offenders	125
Counseling by Other Residents	130
External (Outside the House) Professional Counseling	133
The Use of Volunteers in Halfway Houses	135
Treatment Summary	141
Notes	144
VIII. SUPPORTIVE AGENCIES FOR HALFWAY HOUSES	145
Utilization of Community Agencies	145
Parole and Probation Officer Contact	150
Notes	155
IX. PHYSICAL AND SOCIAL ENVIRONMENT OF HALFWAY HOUSES	156
Location of Halfway Houses	158
Profile of Ohio Halfway Houses	169
Notes	189
X. MANAGEMENT STUDY OF OHIO HALFWAY HOUSES	190
A Guide to Basic Management Concepts	190
Halfway House Management Evaluation	195
Conclusions	212
XI. SUMMARY OF VOLUME I	214
Goals and Objectives	214
Resident Entry to House	215
Needs of House Residents	216
House Treatment Programs	216
Supportive Agencies for Halfway Houses	218
Environment of Halfway Houses	219

List of Tables

<u>Table</u>	<u>Page</u>
1. Questionnaires Returned	36
2. Listing of Goal Statements by Respondent	37
3. Status of Offenders who Resided in Halfway Houses	60
4. Source of Information about Halfway Houses	64
5. Stated Reasons Residents Decided to be Placed in Halfway House	66
6. First Contact with House Staff	68
7. Institutional Breakdown of Participants in Inmate Survey	70
8. How Inmates Found Out about Halfway Houses	71
9. Parole Placements for Inmates Surveyed	72
10. Breakdown by Institution of Responses to the Question, "Would you have liked to have had more information about halfway house services before developing a parole plan?"	73
11. Parole Placement by Institution of Release	74
12. Inmates' Perceptions of Halfway House Purposes	76
13. Type of Client Halfway Houses Can Help	77
14. Sex	80
15. Race	80
16. Marital Status	81
17. Type of Offense	84
18. Alcohol Problems	86
19. Drug Problems	87
20. Differences between Experimental and Control Group	88
21. Reasons for Liking the House	91
22. Reasons for Disliking the House	91
23. Staff Ranking of Importance of Treatment Modalities	99
24. Residents' Opinions of One-to-one Counseling	104
25. Reasons for Liking Living in the Halfway Houses	111
26. Reasons for Disliking Living in the Halfway Houses	112
27. Advantages of Living with Other Offenders	112
28. Disadvantages of Living with Other Offenders	113
29. Positive Responses for Resident Interaction with Staff	113
30. Residents' Opinions of Group Meetings	120
31. Participation in Group Meetings	122
32. Residents' Opinions of Counseling by Former Offenders	129
33. Residents' Opinions of Counseling by Other Residents	132
34. Residents' Opinions of Counseling by External Professionals	134
35. Aggregate Resident Response to House Treatment Modalities	141
36. Resident Ratings of All Treatment Offered by Respective Houses	142
37. Additional Treatment Programs that Could Benefit Residents	143
38. Number of Residents Having Contact with Community Agencies	148
39. Socio-Economic Comparison of Halfway House Neighborhoods and Cities	162
40. Community Characteristics for All Halfway Houses	164

CHAPTER I

INTRODUCTION

The American correctional scene is in an unstable and transitional state. Not since the 1790's, when the correctional institution developed as a refuge for offenders, has the field of corrections undergone such radical policy changes. The 1970's also reveal radical policy changes, but the changes invert the prior process by emphasizing keeping the offender in the community rather than isolating him from society in a prison.

The growing realization of the egregious effect of institutionalization toward the rehabilitation of offenders has produced a rapid increase in the number of community correction programs. This emphasis of community corrections is based on the premise that in order to relieve society of the crime problem more than just temporarily, the problem must be attacked at its origin--the community--and efforts made to reintegrate ex-offenders into the culture in which they will be living.

The effectiveness of rehabilitation has proven limited when attempted in a deleterious institutional atmosphere that attempts to proscribe individualism and initiative, while sustaining dependency and inefficiency. The general thought in corrections is that the offender can be guided along the path of a productive citizen by living in a community setting, becoming involved in vocational and community programs, yet maintaining the counseling and supervision purveyed by a community correctional center.

The results of changes in thought and policy have been the development of new community programs and expansion of present ones. However, it may be suggested that Occam's razor be applied to the present surge of community

corrections. Perhaps some have attempted to apply community corrections as a cure-all for offender reintegration without carefully analyzing the client, his needs and capabilities, and available services and programs to fulfill these needs. Although the basic idea of community corrections appears to have efficacious possibilities, radical policy changes should not be developed haphazardly. Community correctional administrators should not be subject to the pitfalls that have perplexed correctional programs for years due to a lack of analysis and evaluation.

It is therefore important that program evaluation provide feedback information to improve and develop community correctional programs. A statement taken from an LEAA technical assistance publication substantiates this position:

However, halfway houses must also commence qualitative research on the effectiveness of their programs. This is necessary both because those in the field of corrections and governmental funding agencies are increasingly inquiring into the quality of such programs, and also because halfway house administrators cannot afford to base programmatic judgments on "cumulative experience" or "intuition." Virtually the whole field of criminal justice has always been in this position. Halfway houses must avoid this vicious circle of perpetuating something which may well be ineffective or not changing a program which is not as effective as it could be.¹

The growth of Ohio community correctional programs has corresponded to the national trend. Each year has seen an increase in the number of houses, offenders referred to houses, and types of programs. Due to the rapid growth of halfway houses, Ohio correctional administrators felt it wise to conduct an evaluation of house operations and accomplishments to assist with future planning and utilization of halfway house facilities.

The Ohio State University Program for the Study of Crime and Delinquency was contracted as the implementing agency for the study on a grant from the Ohio Administration of Justice Division to the Columbus/Franklin County

Criminal Justice Coordinating Council. Dr. Harry E. Allen and Mr. Richard P. Seiter (Director and Associate Director of the Program for the Study of Crime and Delinquency) were the principle investigators for the study.

The basic target group for the study included the eight halfway house systems² presently approved and certified and partially funded by the Ohio Department of Rehabilitation and Correction, and the adult offenders who utilize these halfway house services. Private and other federal programs also financially support these facilities, which are part of the non-governmental (private) area of the criminal justice system.

The included halfway houses are listed below:

Ralph W. Alvis House	Columbus
The Bridge Home for Young Men	Elyria
Denton House	Akron
Fellowship House (Citizens Aiding Public Offenders--CAPO)	Toledo
Fresh Start, Inc.	Cleveland
Helping Hand Halfway Home, Inc.	Cleveland
Talbert House	Cincinnati
Vander Meulen House	Mansfield

Goals of the Study

The general goal of this study was to develop a coordinated research effort to focus on the adult halfway house network handling offenders within the State of Ohio. In an attempt to increase the understanding of the operation of a community-based correctional program area, a study of the reintegration processes, services, and outcomes of the ex-offender in his return to the community has been undertaken. The study includes an evaluation of the services offered by the halfway houses, including employment services, health services, counseling services, and recreational activities.

This project has intensively surveyed the operations of Ohio halfway houses to identify procedures to help those persons responsible for establishing and operating halfway houses within the State to develop a network of services that will be effective and systematically meet the present and anticipated needs of ex-offenders and the community. The study was designed to develop a direction for future services, establish standards, improve services and programs, and produce information and recommendations that will be meaningful and practical to correctional and community administrators, legislators and civic groups interested in bringing about concrete changes in our present programs.

The specific objectives of this study have been:

1. Ascertain, in realistic terms, the goals of a halfway house system and make specific recommendations to attain these goals.
2. Examine the entrance process to the houses for various categories of residents.
3. Ascertain the needs of residents that can be provided for by the houses.
4. Examine the treatment and service programs within houses and make recommendations for the improvement of services.
5. Evaluate the present halfway house program in terms of outcome and relative adjustment.
6. Analyze the physical structure and locations of halfway houses.
7. Determine how halfway houses have been developed in Ohio and what specific steps have been taken throughout the development.
8. Examine present loads and correctional trends, and predict anticipated needs for halfway house services.

Methodology

The study has utilized a general systems analysis approach to the program area, examining the input, processes, and output of the various

subunits within the system. A longitudinal study design allowed for an examination of all residents entering the houses during a three-month period in 1973, the services provided residents during their stay at the house, and resident behavior for one year after leaving the house.

The design called for an eighteen-month effort. During the first month, staff were hired and trained, a control group was selected, interview questionnaires designed, and preliminary preparations were made at the houses. For the next three months, evaluation staff spent two days a week at each halfway houses. During this period, interviews were conducted with residents, house staff, community agencies, parole and probation officers, court officials, and members of the community. Continuous interviews were held with residents in an attempt to monitor their needs, the services provided them, and their behavior.

A twelve-month outcome analysis of both the experimental and control groups followed the in-house data gathering. Permission was obtained from all and a continuous record search of supervisory reports was conducted. The outcome analysis included not only criminal behavior, but also positive behavior factors that indicate the ex-offender is progressing in his reintegrative efforts.

The descriptive analysis of the houses (Volume I of the Final Report) was also being prepared over the twelve month period. Volume I is a collection and evaluation of all the data gathered during the residents' stay at the house. Included in this analysis are chapters on house goals and objectives, resident entry, resident needs, house and community services, the physical setting, and house management.

Also following the in-house data gathering, a model for measuring the effectiveness of house services was being developed. Testing various

methods required several simulated analyses to determine the sensitivity and validity of the analysis.

The outcome analysis will appear in Volume II of the Final Report. Other sections that have been developed and will also appear in this volume are an analysis of the vocational and educational furlough program, employment of residents, and projected loads for halfway houses in Ohio.

This section has briefly described the systems approach utilized in the evaluation. Since the number of interviews and data gathering techniques varied according to the type of analysis to be accomplished, each chapter will include more information concerning the specific methodology for that program area.

Notes from Chapter I

1. John M. McCartt and Thomas J. Mangogna, Guidelines and Standards for Halfway Houses and Community Treatment Centers (Washington, D.C.: U.S. Department of Justice, Law Enforcement Assistance Administration, Technical Assistance Division, May 1973), pp. 33-34.
2. These are listed as eight "systems" because some of the agencies have multiple facilities which service various types of ex-offenders.

CHAPTER II

HISTORICAL DEVELOPMENT OF HALFWAY HOUSES

Development of Halfway Houses in the United States

Twentieth century correctional administrators have often and erroneously assumed that the development of the halfway houses for criminal offenders was a by-product of a rehabilitatively-oriented "new penology" rather than the punishment and deterrence philosophy associated with the earlier years of the United States prison system. However, a close examination of the historical development of the U.S. halfway house will suggest the inaccuracy of this assumption.

The halfway house, defined here as a transitional residence for criminal offenders, was originated in England and Ireland in the early 1800's, and transferred to the United States shortly thereafter. The earliest documentation of its acceptance appears in a recommendation of a Massachusetts Prison Commission in 1817, when the latter specifically recommended creation of a temporary refuge to house destitute released offenders.

The Massachusetts Commission reached this conclusion after extensively surveying the state prison system and discovered that a large majority of inmates were recidivists. Included in their numerous recommendations to the state legislature for prison reform was a suggestion that the State develop what would now be referred to as a "halfway house."

The Commission proposed:

a building to be erected of wood, at a small expense, as it is only recommended by way of experiment. The convicts who are discharged are often entirely destitute. The natural prejudice against them is strong, that they find great difficulty in obtaining employment. They are forced to seek shelter in the lowest receptacles; and if they wish to lead a new course of life, are easily persuaded out of it and perhaps driven by necessity to the commission of fresh crimes.

It is intended to afford a temporary shelter in this building, if they choose to accept it, to such discharged convicts as may have conducted themselves well in prison at a cheap rate, and have a chance to occupy themselves in their trade, until some opportunity offers a placing of themselves where they can gain an honest livelihood in society. A refuge of this kind, to this destitute class, would be found perhaps humane and politic.¹

This is the first documented overt concern for the discharged offender in United States history. The discovered facts suggested to the Commission that one variable contributing to the high recidivism rates of released offenders was poor adjustment of the offender to the community after release. Thus the earliest proponents of halfway houses were motivated more by the search for a mechanism by which the criminal could be offered an accepting transitional environment immediately following release and before the resumption of normal independent living, than by a desire to rehabilitate the offender.

The Legislature did not immediately act upon this resolution, ignoring the Commission's request until almost 13 years later. At that time the resolution was defeated, largely due to extensive opposition expressed by the Inspectors of the State Prison. Their major concern was the fear that prisoners might "contaminate" one another. They feared that ex-prisoners in contact with one another, would tend to unlearn all the formidable behavior that had been accomplished by the silent and separate Pennsylvania system of prison life then in use.² Specifically, the report stated:

Such a halfway house might become the resort of greater criminals from all quarters. . . . All good resolution would soon be stifled and all hope of reformation extinguished. The least criminals would be there exposed to the most seducing opportunities and temptations. The institution [the halfway house] would be what our State Prisons were, when free communication was allowed among the convicts--a school of depravity, not of reformation.

This adverse report and overwhelming rejection vote silenced proponents of the halfway house for almost 50 years. From 1817, when the resolution

had first been introduced, until 1864, virtually nothing was done to aid the released criminal offender. In this vacuum, however, volunteer and religious groups had begun to show considerable concern for the released offender, and in 1864 a group of Bostonians opened a home for women discharged from criminal institutions. Privately owned, but receiving a small amount of support from state funds, the "Temporary Asylum for Discharged Female Prisoners" became the first halfway house for released prisoners in the United States. Its stated goal was: "to provide shelter, instruction, and employment to discharged female prisoners who are either homeless or whose homes are only scenes of temptation."³

The general public in the 1860's was becoming increasingly aware of both the debilitating conditions in and the ineffectiveness of the prison system. Larger organizations, such as the Volunteers of America and the Salvation Army, began devoting substantial proportions of their time, and resources to visiting inmates and arousing public sympathy for prisoners' plights. The public soon became conscious of the need for contact between the prisoner and the community from which he was removed, if successful rehabilitation were to become a reality.

Maud Booth, a social worker with Volunteers of America, was an active pioneer in the area of prison concern, as well as in the halfway house movement.⁴ She argued that many prisoners reverted to criminal activities because they were either unable to secure employment or had no place to reside when discharged from the institution. As a result of her concern and efforts, Hope Hall was established in 1890 through the financial aid from the inmates of Sing-Sing prison in the amount of \$447.

Hope Hall was a small, home-like environment providing food, shelter and companionship in an attempt to ease the period of readjustment to the

community. Despite strong objections from the American Prison Association and constant harassment from local police, Hope Hall flourished and its model expanded across the country. By the early 1920's, there were units in Louisiana, Ohio, Iowa, California, Florida and Texas.

However, with the expansion of parole and the pre-release plan requirement of the offender's having a job before release, Hope Halls began to close. The depression also contributed to their problems and stifled their growth, since jobs became inordinately difficult to locate for ex-offenders. Hope Halls, financed largely by public donations, were thus threatened financially by the depression. It became next to impossible to raise money for anything but necessities, and the general public did not accord high priority to halfway houses. Eventually all Hope Halls ceased to operate, and from the 1930's until the early 1950's, halfway houses were all but non-existent.

By the 1950's, the prison was again rediscovered and recognized even by its most faithful supporters as failing in rehabilitation. The early penitentiary and reformatory principles had stimulated optimism about the prospects of rehabilitating offenders, but by this time, optimism had turned to pessimism and apathy. Penologists suggested that even if any "rehabilitation" were accomplished in prison, it had little effect on post-prison behavior. It was generally argued that this effect was caused by the offender's returning to a disorganized community whose citizens were at best indifferent and at worst resistant to his return. The individual who has served time in an institution encounters "hostility and distrust of a community committed to the notion that convicted offenders are fundamentally and essentially different from 'noncriminals'."⁵ This rejection led to inmate frustration, often encouraging the criminal to return to illegal activities.

The community conditions and reluctance to deal with coarse conditions in that locale have always been the main breeder of criminal activity; rather than temporary isolation through imprisonment as a solution to the problem, an effort to include the community in the rehabilitative function is a logical alternative. The rehabilitative process necessitates some communication between the institution and the community to which the inmate returns. The halfway house in these years provided a chance to implement an agency in the community, to sustain rather than undermine law-abiding behavior. This orientation was the philosophical and theoretical backbone of what is now labeled "the national halfway house movement" of the 1950's.⁶

Although the theoretical foundation for the thrust to develop community corrections was provided in large part by humanitarianism, the practical application came from community religious sectors. The revitalization of the halfway house for the criminal offender began through the efforts of the clerics.

Deriving his impetus from and drawing upon his experience as Chaplain at Chicago's Cook County Jail, in 1954, the Reverend James G. Jones, Jr. founded St. Leonard's, the first contemporary halfway house for ex-offenders in the United States. An identical religious background inspired Father Charles Dismas Clark to begin a similar house under the patronage of St. Dismas in St. Louis. Father Clark felt the urgent need to develop some type of employment counseling to aid the offender in securing employment. His house was the first to hire a trained job placement counselor who ran a permanent employment office within the house for the residents.⁷

Proliferation of the halfway house movement had gained considerable momentum by the 1960's. Coupled with the evidence and ineffective traditional incarceration methods was the recognition of the heavy monetary, familial,

social and psychological costs of institutionalization. By 1963, there was such widespread interest that a group of staff people and others involved in the operation of halfway houses organized the International Halfway House Association (IHHA). Its principal aims are to provide a forum for the exchange of information and to set standards which will improve the operation of "halfway houses" and contribute to program development. The IHHA has continued expansion, and at the end of 1973 had attracted over 300 members.

The 1960's brought an additional breakthrough for proponents of community corrections. Federal and state governments began to recognize the important roles played by the halfway house in the correctional process, and foresaw even more diversified roles which might be played in the future. Whereas the earlier halfway houses had been used primarily to house adult offenders, the federal government in particular began to apply the same rationale for such community treatment to the juvenile offender.⁸

This latter concern was also in large part prompted by a recognition of the overcrowded and dismal conditions existing at that time in some state training schools. Judges and child welfare workers, often at a loss to provide placement for many juvenile delinquents, frequently placed them on already overloaded probation caseloads. It was a direct result of this deteriorating situation that forced many state legislatures (as well as the federal government) to begin appropriating funds to exploring other alternatives and possibilities for supplying services to the juvenile delinquent.

As Attorney General, Robert F. Kennedy suggested that a viable alternative to ease the overcrowded conditions of juvenile facilities might be to establish community centers or halfway houses that would serve those juveniles ready to leave the institution but who had nowhere else to go.

He also suggested that economically this would be an advantageous step to take, and most likely would ease demands on correctional budgets of the future. In 1961, he expressed his opinion on halfway houses for both juvenile and adult offenders:

We wanted to develop a center where in addition to the basic needs of food and a room, the released inmate would be helped to find a job where he would be given the support and guidance to enable him to live with his emotional problems, and where he might make the transition from the institution to community life less abruptly, less like slamming into a brick wall. We wanted a center which would be his sponsor in the "free world," introducing him to community life gradually and withdrawing when the process was completed. Ex-prisoners in all age groups need this kind of assistance.¹⁰

Shortly thereafter, his concern was translated to the Congress and money appropriated for three experimental pre-release guidance centers to house juvenile offenders. Following on the subsequent success of these programs, the Federal Prisoner Rehabilitation Act of 1965 continued to establish pre-release centers for both juvenile and adult offenders. This Act gave the Bureau of Prisons authority to establish community halfway houses for select adult offenders, grant periods of unescorted leave under emergency or release preparations, and allow prisoners to work at regular employment in nearby communities and return to the institution during non-working hours. This legislation also made possible the development of numerous community corrections programs whose primary objective was to help avoid the damage done through prolonged institutionalization, such as alienation, hostility, loss of skills, deterioration of family relationships, high welfare costs, prisonization, and so on.

In the late 1960's a unique and significant function was added to services already provided by halfway houses. Halfway houses had traditionally been used only to reintegrate the offender after he had been previously

institutionalized, but during this period they began to serve as an alternative to incarceration for both the probationer and juvenile offender. Whereas they had once only served as a "halfway out-of-prison" facility, they were now used as "halfway into-prison" facilities.

The basic philosophical tenet behind the halfway-in function is that if institutionalization were damaging (as research has shown it to be),¹¹ and if the offender could be kept in the community at no substantial loss of public protection,¹² then why institutionalize him at all? Keeping him in the community is more humanitarian; its rehabilitative potential may be greater; and it is financially advantageous.

Contemporary halfway houses in the U.S. will be found to bear an amazingly close functional resemblance to those of the early 1800's. Their structure and goals remain very similar; however, the programs in and clientele served by halfway houses have been considerably expanded. The treatment of offenders had not initially been part of the halfway house's initial function; however, an abundance of diversified treatment modalities have recently become a part of almost every halfway house program. The most significant difference between past and present halfway houses is the functions they currently serve within the criminal justice system. Where they once served the limited functions of post-release housing and job placement for only the most estranged criminal offenders, they now serve a multitude of functions, the most frequent of which are:

1. As a transitional step from the institution to the community;
2. As an alternative to incarceration, supplementing probation;
3. As a work or educational release or furlough residence;
4. As a community institution of final placement before release for federal prisoners;

5. As a placement for individuals with special difficulties (drug, alcohol, psychiatric);
6. For use as study and diagnostic centers;
7. As a voluntary placement for troubled ex-offenders to gain the benefits of counseling and social services; and
8. As an out-patient treatment facility for ex-offenders.

In the past 150 years, a growing disillusionment with traditional penal institutions, and an increasing conviction that the halfway house and community facilities might prove to be a successful alternative of treating the criminal offender have emerged. With this growing optimism, halfway house facilities are developing at an unprecedented rate in almost every large city in the United States. The following quotation best summarizes this historical development:

Its growth has eclipsed its historical antecedents; its spread confounds its sponsors no less than its opponents; by current view it bids fair to become the most memorable development in penology in the second half of the twentieth century.¹³

Recent Development of Halfway Houses in Ohio

Halfway houses have become an increasingly familiar component of Ohio's correctional system during the so-called modern era of community based corrections. During the middle 1960's, community and religious organizations, along with private citizens, began to show increased concern for the released prisoner and the functionable ability of the prison system to rehabilitate the offender. Citizens in several Ohio communities were aware of and followed the transition in philosophy away from institutionalization of offenders and toward the utilization of community resources and residences to assist in the reintegration process of offenders.

During the recent change in philosophy, halfway houses were first established in Akron, Cleveland, and Cincinnati around 1965. These houses were designed to provide the released offender with food and lodging until he became sufficiently adjusted that he could provide these for himself. None of these houses at that time attempted to go further in offering any type of professional treatment to the offender.

Talbert Halfway House in Cincinnati was a forerunner in developing working relationships with prison administrators. Talbert House began accepting institutional referrals of inmates who had no other parole plan and, although acceptable parole risks, would otherwise stay in prison as "overdue cases."

Halfway houses had been in operation for approximately three years before the Ohio Department of Rehabilitation and Correction and, in particular, its Adult Parole Authority, began to show significant interest in this efficacious possibility of community treatment. The increasing concern about rising recidivism rates and costs of incarceration led the Ohio legislature to allocate a sum of money for parolee readjustment, and in 1968, the Ohio Department of Rehabilitation and Correction began to give halfway houses financial support. A concerted effort to coordinate halfway houses with the activities of penal institutions, parole and probation authorities, and community agencies was also implemented.

State recognition of halfway houses and efforts made toward standardizing existing facilities has served to encourage the growth of houses in the state. The Ohio Adult Parole Authority published a booklet of specifications for halfway house program design. These specifications mentioned the need for treatment within the halfway houses, thus suggesting expansion of services that halfway houses might provide the criminal offender.

Specifications not only recognized the need for treatment programming, but also for follow-up after release with "out-client" counseling and possible re-admittance to the house.

When a group of individuals or an agency organized to form a halfway house that would service offenders currently under the jurisdiction of the Adult Parole Authority, application for certification had to be made to and approved by the Adult Parole Authority. If the facility met specifications, the house could be issued a certificate of approval valid for one year. If the house was lacking in some minor area, it could be issued a provisional certificate of approval pending the necessary improvements.

State involvement encouraged and assisted citizens to work with correctional offenders. To this end, the specifications report concluded:

The Adult Parole Authority is vitally interested in finding new and effective ways of dealing with the offender in the community. Since the halfway house represents a constructive step in this direction, we encourage interested groups in organizing such houses. Our objective here is to provide guidelines for their structure consistent with health standards, community protection and effective programming. The Adult Parole Authority always stands ready to advise and counsel in depth should such advice and counseling be requested.¹⁴

The Adult Parole Authority's instituting of a system for inspecting, certifying and subsidizing halfway houses was an important step in the state's involvement in purchase of services from private organizations. Since the Adult Parole Authority was responsible for certification and subsequent referring of clients, the halfway houses moved out of the arena of totally private ownership and operation of facilities and became, at least in part, a facet of the state correctional system.

By 1970, the Adult Parole Authority had approved five Ohio halfway houses for certification and funding. These included Alvis House in Columbus, Denton House in Akron, Helping Hand in Cleveland, Talbert House

in Cincinnati, and Vander Meulen House in Mansfield. During their first year of certification, these five houses received \$40,000 from the Parolee Readjustment fund. By 1971, Fresh Start in Cleveland had also been certified, and state support had doubled to \$80,000 for the year.¹⁵

The Adult Parole Authority's Annual Report of 1971 reflects its enthusiasm concerning halfway houses:

We plan to request additional support for halfway houses. In addition to more state funds, our federal grants for a coordinator program and a female halfway house should increase their number to ten by the end of next year. Correctional administrators are of the opinion that halfway houses deter recidivism.¹⁶

Another boost for Ohio halfway houses came in 1971 when the Ohio Citizens' Task Force on Corrections made numerous recommendations suggesting the expansion of community corrections in general and halfway house facilities in particular.¹⁷ The Task Force called for additional funding and building of halfway houses and the establishment of additional pre-release programs for individuals in the institutions. They suggested that programs in halfway houses should be expanded to accommodate those persons who would be participating in newly developed pre-release programs. Some of the Task Force recommendations emphasizing community programs are included below:

1. That legislation be enacted in Ohio to authorize, fund, and establish work-release, study-release, and home furloughs for selected felons committed to the Division of Correction and, where appropriate, to authorize the use of local community-based treatment centers and services to carry out these programs.
2. That the Adult Parole Authority increase subsidies to approved halfway houses and encourage and assist the development of additional private halfway houses.
3. That state-operated community treatment facilities such as pre-release guidance centers and halfway houses be developed.
4. That the Courts of Common Pleas, in selected cases, utilize, as a condition of probation, local community-based correctional treatment facilities as an alternative to institutional commitments. Also recommended that Adult Parole Authority use such facilities as a condition of parole.¹⁸

By 1972 the numbers of state-certified facilities continued to expand as the Bridge Home in Elyria and the Fellowship House in Toledo were approved. Also expanding was the state's commitment to utilize halfway houses as part of the correctional system. The 1972 APA Annual Report stated:

Halfway houses ease the transition from prison to parole. The understanding counsel found in halfway houses and the association with peer groups give a parolee assurance and support. Eventually, he gains confidence and self-respect and gradually takes his place in the community. Recognizing the value of halfway houses, the Ohio Legislature appropriated \$235,000 this year to help them operate. This year our eight facilities handled 656 residents, the average daily state cost to maintain these men was \$7.08.¹⁹

Plans also called for the further expansion of halfway house programs so that individuals placed on a new state program, the furlough pre-release program, could be accommodated.

With the passage of Ohio's Work Furlough program in March, we expect to make greater use of halfway houses throughout the state. Under the Work Furlough program inmates will be permitted to function in the community in pursuit of a vocational training program or to work at jobs in the public sector.²⁰

The Adult Parole Authority's projection was correct; in 1973 over 200 individuals involved in the furlough pre-release program resided in Ohio halfway houses.

In September of 1972, the Ohio Halfway House Association (OHHA) was formed by halfway house staff and other interested persons. The formulation of this organization allowed for discussion of mutual problems and exchange of expertise among members.

The growth of Ohio halfway houses has continued through 1973 and 1974. In addition to funds being increased at the state level, other national and private organizations have either increased their allocations to community correctional programs or have begun to include them in their funding plans.

Agencies such as Model Cities, Law Enforcement Assistance Administration, Ohio Bureau of Vocational Rehabilitation, National Institute of Mental Health, Office of Economic Opportunity, Department of Health, Education and Welfare, and the United Way are taking active roles in supporting community programs.

This additional support has enabled several houses to expand their physical facilities, allowing for treatment of specific categories of offenders in separate facilities. For example, The Bridge, Vander Meulen House and Denton House opened separate facilities to serve individuals on furlough programs, Fresh Start added another house for the treatment of the alcoholic offender, and Alvis House is developing a probation diversion program.

In 1973, many halfway houses began innovative programs of research and evaluation, personnel training, and experimental treatment. The Ohio Department of Rehabilitation and Correction funded a project for the recruitment and training of professional and para-professional halfway house staff at Alvis House, and another project to coordinate halfway house activities with penal institutions, parole and probation authorities, and community agencies. Through the project, graduate student internships are being developed in various universities throughout Ohio and four halfway houses (Helping Hand, Fresh Start, Denton, and Alvis). Alvis Halfway House has since expanded its case-aide training program and is now training staff members for other halfway houses, both within Ohio and elsewhere.

Halfway house treatment, educational, and vocational programs were also expanded. The Bridge began to offer its clients individualized educational experiences. A teacher was employed to come to the house and hold classes on a variety of relevant topics, from basic reading and arithmetic to money

management and the correct filling out of interview forms.

Community corrections in Ohio continued to expand; in February of 1974, the City of Cleveland closed the women's quarters at its Warrensville Workhouse and transferred the residents to Helping Hand Halfway Home. This represented the first occasion in Ohio's history in which a local penal institution had been replaced by a community-based program.²³

Ohio halfway houses are now much more than transitional residences for released offenders. They are being utilized more frequently as diversionary units, serving those offenders believed to be too risky for regular probation, but not in need of incarceration. These community facilities are also useful for serving the drug addicted and alcoholic offender. Even as transitional residences, halfway houses are providing services to more individuals as both Ohio and the federal system are increasing their use of pre-release programs. It appears that Ohio halfway houses are no longer on the periphery of the correctional system, but are considered an integral part of Ohio's continuing effort to reintegrate the criminal offender.

Description of Halfway Houses Included in the Study

This section presents a brief overview of the eight halfway house systems included in the study. Further elaboration with regards to the specific areas of programs are contained throughout this volume under separate headings. At the end of this section is a listing of the addresses of all the houses included in the study.

Ralph W. Alvis House

Alvis House is a private agency, designed to provide services to the community and the local, state, and federal parole and probation systems.

Girls, the Search Shop (a gift and clothing store), and Brother Earth (a natural food store). Not only do the shops provide work experience for residents, but profits help to defray the operational costs of the homes.

In addition to the funds received from their own operations and purchase of service contracts, the Bridge Home is funded through contributions from private citizens and organizations. Through its foundation, The Nordson Corporation of Amherst, Ohio, committed \$5,000 for the opening of the Bridge Home. Other contributing organizations are the National Council of Catholic Women, Lorain Catholic Deanery, and the National Council of Churches.

Bridge referrals can be accepted from the Ohio Youth Commission, the Ohio Department of Rehabilitation and Correction, the Federal Bureau of Prisons, and the County Court system. Although the Bridge prefers referrals from the cities of Norwalk, Elyria, Lorain and West Cleveland, or Lorain and Cuyahoga counties, they also make exceptions in certain cases. The preferred age limit is 18-26 years, but exceptions may again be made.

In September, 1973, Betterway opened the Anchor Home, a halfway house designed exclusively to house individuals released in conjunction with Ohio's furlough program. The Anchor has a capacity of 11 beds, and can be used to expand services to parolees and probationers if the full capacity is not demanded by furloughees.

Denton House

The Denton House in Akron was an offshoot of the Furnace Street Mission, established in 1927 to provide foods, clothing, lodging, and spiritual guidance to needy persons. The Mission's founder, Reverend Bill Denton became very concerned about imprisoned persons. He vociferously

Although clients will be accepted from any of the state or federal institutions, only residents of Franklin, Delaware, Licking, Fairfield, Pickaway, Madison, and Union Counties are eligible for admission. However, parolees or furloughees from other counties can be admitted under special circumstances.

Alvis House is funded by governmental subsidies, the United Way, and private donations. Since the opening of the first house in 1968, contracts have been secured with the Franklin County Common Pleas and Municipal Courts, the Ohio Department of Rehabilitation and Correction, and the United States Bureau of Prisons. In addition, support is secured from various federal grants administered through the State Planning Agency of the Law Enforcement Assistance Administration.

The Correctional Case-Aide Training Program, started at Alvis House in 1973, provides in-service training to para-professionals interested in working in community correctional programs, and is thought to be the first of its kind at a halfway house in the nation. Case-aide training includes both academic and practical experience. After training, case-aides are placed in various correctional programs both within and outside of Ohio. The program can also provide in-residence training for para-professionals from other halfway houses and correctional agencies.

Bridge Home

The Bridge Home, a halfway house for young adult male offenders, is part of Betterway, Inc., a non-profit corporation designed to aid in the socialization or re-socialization process of ex-offenders, both adult and juvenile. In addition to the Bridge Home, the Betterway program includes the Anchor Home for furloughees, Beacon Home for Boys, Search Home for

opposed capital punishment after having learned of the innocence of a man he had counseled prior to the prisoner's execution in the electric chair. This concern for assisting offenders led to the opening of Denton House in 1965.

The original house was located on the same grounds as the Mission, but in 1973, the program expanded into the Y.M.C.A. in downtown Akron. Federal pre-release and state furloughees reside at the house on Furnace Street, while state parolees and county probationers are housed in the Y.M.C.A. Denton House has also opened an extension program in the Central Y.M.C.A. in Canton, and another house in Akron. Although Denton House has expanded its capacity for servicing ex-offenders, the staff still maintain the dedication exemplified by Reverend Denton in his concern for the plight of the offender.

Fresh Start, Inc.

Fresh Start, Inc., was the first halfway house in Ohio designed specifically for the treatment of alcoholics. At Fresh Start, alcoholism is perceived as a disease, albeit an incurable disease, which nonetheless can be brought under control through a sincere effort by both the resident and staff. Fresh Start hopes to assist the alcoholic by providing him with an atmosphere conducive to sobriety, good food, clean beds, group therapy, and personal counseling.

Although not as structured as a "therapeutic community," all house activities are centered around the goal of bringing the disease of alcoholism under control. House guidelines are strict, and residents are required to maintain complete sobriety at all times. Otherwise, it is considered a notice of the resident's decision to manage his own affairs, and his residency is immediately terminated.

Fresh Start receives referrals from Ohio penal institutions, Alcoholics Anonymous, Exodus, the Veterans Administration Hospital, and the Cuyahoga County Welfare Department, as well as self-referrals directly from the street. Fresh Start differs from other halfway houses included in this study in that it deals with clients with a specific problem, and every facet of the treatment program is designed to alleviate this problem. This evaluation, however, will focus only on the effect of Fresh Start on their clients who have committed criminal acts.

Fellowship House

The Fellowship House in Toledo was initiated as part of the Citizens' Aiding Public Offenders (CAPO) program. CAPO is a non-profit community organization whose membership includes both ex-offenders and lay citizens cooperating to assist men re-entering the community from prison, and those prone to trouble with the law.

CAPO was an outgrowth of weekly, informal gathering sessions of several Toledo ex-offenders which began several years ago. During the late 1960's, when public concern became focused upon the fate of ex-convicts and high rates of recidivism, several Toledo businessmen and religious leaders attempted to discover and formulate possible alternatives to help ex-offenders. Their concern led them and other interested citizens to attend the informal meetings of these ex-offenders. Thus CAPO, the first organization of its kind in the greater Toledo area, was formed. Besides operating the halfway house, CAPO also serves as the official spokesman for Toledo ex-offenders and works toward uniting these individuals into a viable and beneficial force.

Fellowship House serves state parolees and furlougees primarily, but has also served probationers and may soon be accepting federal pre-releasees under contract from the United States Bureau of Prisons.

Helping Hand Halfway Home, Inc.

Helping Hand was organized in 1964 by the Reverend James Redding and several influential Cleveland officials and community leaders. Reverend Redding has remained as Executive Director since that time.

Reverend Redding and the organizing of Helping Hand provide an illuminating story. At age forty, Jim Redding was working as a skilled machinist in a Cleveland industrial plant. Although he earned excellent wages and had a comfortable life, he felt he was not serving God and his fellowman. He then decided to study the Bible and become a minister.

Four years later, he was ordained. While assisting the chaplain in the Cleveland House of Correction, he discovered the dehumanizing world of the ex-convict. He talked to prisoners about to be released and found the difficulty of the transition from the institution to the community almost as pernicious as the institutionalization itself. He saw how frustration, uncertainty, and lack of confidence during this transition can cause men to return to their criminal activities. From bringing ex-offenders into his own home, feeding them, and finding them employment, Reverend Redding became conscious of the need for beginning a halfway house.

Helping Hand now consists of three houses. Although the houses are located in Hough, a poor and sometimes racially troubled ghetto, Helping Hand is well accepted for the aid it provides residents and the community. Reverend Redding was even cited by Reader's Digest as playing a large role in ending the Hough riots.

Talbert House

Early in 1964, an interested group of private Cincinnati citizens discussed the possibility of establishing a rehabilitation program to aid

paroled felony offenders released to the Cincinnati area. Later that year, the decision was made to establish a halfway house as a residential guidance facility available for the purpose of re-orienting the released criminal to the community.

The Archdiocese of Cincinnati offered the rectory of St. Anne's Church at 1062 Wesley Avenue as the first home for the organization. Renovation of the building was undertaken through the finances, gifts, and services offered by community citizens and organizations.

During the fall of 1965, the Community Action Commission awarded an Office of Economic Opportunity grant to the newly founded Talbert House. This grant, to be renewed on an annual basis, provides the financial backbone for the stable operation of the House, while these funds are augmented by other governmental grants and subsidies, donations from Cincinnati residents, and per diem payments for housing offenders.

Since 1966, when John M. McCartt was appointed Executive Director, the Talbert House program has flourished. In 1967, Talbert House contracted with the Federal Bureau of Prisons to accept federal pre-releasees as well as state parolees. Further in 1968, Talbert House received a contract from the National Institute of Mental Health to provide an aftercare center for narcotic addicts returned to Cincinnati from Lexington Hospital. Later that same year, a grant from the Department of Labor established an out-client employment component to the Talbert program. The program expansion and increase in referrals necessitated the opening of a second house for male offenders in 1969.

In May, 1971, Talbert House opened Ohio's first halfway house for women. This program, originally funded through the Law Enforcement Assistance Administration (LEAA) in conjunction with the Ohio Department of

Rehabilitation and Correction, was designed to provide food, shelter, counseling, and job placement on an individualized basis to clients.

As well as providing services to ex-offenders, Talbert House also operates a coffee house to provide counseling for problem youth, and a therapeutic community for drug addicts. Anticipated programs for the near future include a second therapeutic community for drug dependent adults and a "runaway" home for boys and girls.

Vander Meulen House

In 1965, concerned citizens of Mansfield began to investigate the possibility of establishing a halfway house for offenders being released from the Ohio State Reformatory at Mansfield. A Board of Trustees was organized and, with contributions from citizens and local businesses, a home was purchased in 1966. The original home proved too small, and in 1968 a larger 14-room house was purchased. Vander Meulen added a second adjacent facility in 1973, raising its total capacity to 18 men.

In the past, Vander Meulen had not attempted to design a professional program of counseling and treatment. The emphasis was on providing a Christian atmosphere and family home situation. Although Christianity remains the focal point of the house, the decision was made to increase the program area. This resulted in the hiring of Mr. Terry Bartholomew as Executive Director. He has initiated new programs for selection, treatment and increased services for the residents.

Vander Meulen House serves mainly, but not exclusively, parolees from the Ohio State Reformatory. Since its inception, the House has served probationers, state furloughees, and parolees from other institutions as well. Although the program facilities continue to grow, its major purpose still remains the rehabilitation of ex-offenders in a Christian atmosphere.

Other Community Facilities in Ohio

Since the inception of this study, other community correctional facilities have been initiated throughout Ohio. These will not be addressed in the study. However, they are included in the following listing and map indicating Ohio halfway house locations:

Ralph W. Alvis House
844 Bryden Road
Columbus, Ohio 43205

The Anchor
611 Middle Avenue
Elyria, Ohio 44035

The Bridge
222 West Bridge Street
Elyria, Ohio 44035

Community Corrections and Treatment Center
609 Cleveland Avenue South
Canton, Ohio 44702

Denton House
Akron YMCA, Room #409
80 West Center Street
Akron, Ohio 44308

Fellowship House
2371 Franklin Avenue
Toledo, Ohio 43620

Fresh Start, Inc.
4807 Cedar Avenue
Cleveland, Ohio 44103

Helping Hand Halfway Home, Inc.
1874 East 82nd Street
Cleveland, Ohio 44103

Howard House
369 Wooster Avenue
Akron, Ohio 44307

Talbert House
2525 Victory Parkway
Cincinnati, Ohio 45206

Vander Meulen House
226 West 5th Street
Mansfield, Ohio 44903

LOCATION OF ADULT HALFWAY HOUSES IN OHIO



KEY

1. Anchor (part of Betterway, Inc.)
2. The Bridge (part of Betterway, Inc.)
3. Helping Hand (2 houses)
4. Fresh Start (2 houses)
5. Denton (3 houses)
6. Howard House
7. Community Corrections and Treatment Center
8. Alvis (2 houses)
9. Talbert House (3 facilities)
10. Vander Meulen (2 houses)
11. Fellowship

Notes from Chapter 11

1. Massachusetts Legislative Document, Senate Number 2, 1830.
2. Edwin Powers, "Halfway Houses: An Historical Perspective," The American Journal of Corrections, Vol. 21 (1959), p. 39.
3. Ibid., p. 35.
4. Susan F. Welty, Look Up and Hope (New York: Thomas, Nelson and Sons, 1961), p. 141.
5. Gordon Waldo, Theodore Chiricos, and Leonard Dobrin, "Community Contact and Inmate Attitudes: An Experimental Assessment of Work Release," Criminology, Vol. 11, No. 3 (November 1973), p. 345.
6. Oliver Keller and Benedict Alper, Halfway Houses: Community Centered Correction and Treatment (Lexington, Massachusetts: D.C. Heath and Company, 1970), p. 8.
7. J.T.L. James, "The Halfway House Movement," Canadian Journal of Corrections, Vol. 10, p. 567.
8. United States Bureau of Prisons, Treating Youth Offenders in the Community: A Report on Four Years Experience with Pre-Release Guidance Center (1966).
9. Keller and Alper, op.cit., p. 103.
10. "Halfway Houses Pay Off," Crime and Delinquency, Vol 10 (1964).
11. John P. Conrad, "Corrections and Simple Justice," Criminal Law, Criminology and Police Science, Vol 64 (1973), p. 210.
12. Final Report of the Ohio Citizen's Task Force on Corrections (Columbus, Ohio: Department of Urban Affairs, 1971), p. E9.
13. Trends in the Administration of Justice and Correctional Progress in the United States (1965), p. 34.
14. Halfway House Specifications (Columbus, Ohio: Ohio Adult Parole Authority, 1972), p. 22.
15. Annual Report, 1971 (Columbus, Ohio: Ohio Adult Parole Authority, 1971), p. 5.
16. Ibid., pp. 5-6.
17. Ohio Citizens Task Force on Corrections, op.cit., p. E16.
18. Ibid., p. E2-E3.

19. Annual Report, 1972 (Columbus, Ohio: Ohio Adult Parole Authority, 1972), p. 4.
20. Ibid., pp. 4-5.
21. "Halfway House News," Published by the Halfway House and Community Service Development Program of the Ohio Department of Rehabilitation and Corrections, January, 1973.
22. "Halfway House News," July, 1973.
23. "Halfway House News," April, 1974.

CHAPTER III
HALFWAY HOUSE GOALS

It is sometimes difficult to determine a set of common goals that apply to all community treatment centers. There seem to be no clearly defined nor commonly accepted goals for such centers. Almost every article restates the rationale that the offender may be "better" treated in the community, where the foundations of his problems lie and without the deleterious effects of isolation from society. Although much effort is being devoted to standards and goals throughout the criminal justice system, there is an absence of proclamations regarding halfway house goals.

In actuality, the variability of residential centers prohibits a single prescription of goals that could fit the various types of houses. The number and kinds of offenders to be programmed through a residential center must be the principal determinants of the nature of the goals.

Statements of goals may be extracted from the conceptual framework for residential centers as expressed by the Corrections Task Force of the President's Commission on Law Enforcement and Administration of Justice:

The general underlying premise for the new directions in corrections is that crime and delinquency are symptoms of failures and disorganization of the community as well as of individual offenders. In particular these failures are seen as depriving offenders of contact with the institutions (of society) that are basically responsible for assuring the development of law-abiding conduct. . . .

The task of corrections therefore includes building or rebuilding solid ties between the offender and the community, integrating or reintegrating the offender into community life --restoring family ties, obtaining employment and education, securing in the larger sense a place for the offender in the routine functioning of society. . . . This requires not only efforts directed toward changing the individual offender, which has been almost the exclusive focus of rehabilitation, but also mobilization and change of the community and its institutions.¹

These statements reflect the overall emphasis of aiding the offender in his resocialization into the community. The residential center should provide a programmed and supervised transition to productive community living. However, programs need to be flexible, geared specifically to goal-oriented diagnosis of cases and directed toward each offender's achievement of progressive self-sufficiency in the community. Since the residential center cannot maintain all of the necessary resources in-house, they must act as the focal point or liaison for the ex-offender and other community agencies or institutions.

Although the varying nature of residential centers is not conducive to applying a set of prescribed goals to all houses, this does not negate the need for developing carefully planned goals as a major emphasis in the management of individual programs. House goals should be disseminated throughout criminal justice agencies, so these agencies can have a realistic idea of what each halfway house can do for offenders.

Ohio Halfway House Goals

As a part of the research design of this project, we asked halfway house directors and staff, state parole officers, state probation officers and judges of various courts what they think are the present goals of halfway houses in Ohio and what are appropriate goals for houses providing services to clients.

While all halfway houses directors and staff responded to questionnaires, this was not true with all parole and probation officers. Table 1 represents the return rate for these groups. The percentage of usable questionnaires returned by judges was too low to allow for a valid analysis of responses.

TABLE 1
QUESTIONNAIRES RETURNED

	Parole Officers	Probation Officers
Number of Questionnaires Administered	140	75
Number of Usable Questionnaires Returned	97	36
Return Rate	69%	48%

The thirty objectives listed by halfway house directors or staff, parole officers and probation officers are presented below in order of total number of persons mentioning each as an objective of the halfway house.

1. To provide vital needs (food, shelter) in a therapeutic environment. (88)
2. To facilitate reintegration of the ex-offender. (71)
3. To provide employment counseling and services. (69)
4. To develop an individualized program around the resident's needs. (51)
5. To rehabilitate individuals. (27)
6. To provide for the safety of society. (27)
7. To assist with special problems (alcohol, drugs). (24)
8. To assist in goal planning of residents. (21)
9. To instill personal responsibility within residents. (21)
10. To improve resident self-concept. (18)
11. To provide educational services and guidance. (14)
12. To offer a community alternative to incarceration. (13)
13. To utilize community resources. (13)
14. To prevent future criminal acts. (12)
15. To rebuild family ties. (8)
16. To provide for resident's spiritual needs. (8)
17. To sensitize and educate the community to corrections. (7)
18. To induce behavior modification. (7)
19. To provide financial counseling and assistance. (7)
20. To instill self-discipline within residents. (6)
21. To provide peer group counseling. (6)
22. To de-institutionalize ex-offenders. (6)
23. To supervise and control residents. (4)
24. To provide guidance in interpersonal relationships. (4)
25. To provide aftercare and follow-up services. (4)
26. To serve as a focal point for community and resident interaction. (4)

27. To train future correctional staff. (2)
28. To provide alternatives to criminal action. (2)
29. To provide constructive leisure activities. (2)
30. To provide crisis-intervention services. (1)

Table 2 illustrates the actual number of responses in each group. Parole and probation officer responses were divided into groups of those officers who have had clients supervised in a halfway house and those who have not.

TABLE 2
LISTING OF GOAL STATEMENTS BY RESPONDENT

Objective Number	Halfway House Directors (N=10)	Halfway House Staff (N=31)	Parole Officers (N=97)		Probation Officers (N=36)	
			Clients in Houses	No Clients in Houses	Clients in Houses	No Clients in Houses
1	7	7	26	30	5	13
2	4	17	24	20	3	3
3	6	16	24	16	2	5
4	7	6	19	15	4	10
5	2	5	5	5	2	8
6	2	1	7	6	3	8
7	2	0	8	6	2	6
8	1	5	8	5	1	1
9	1	9	4	4	1	2
10	3	8	4	2	0	1
11	2	2	6	1	1	2
12	3	3	3	1	0	3
13	6	1	1	1	2	2
14	2	3	2	1	2	2
15	3	2	1	0	0	2
16	1	7	0	0	0	0
17	4	1	1	0	0	1
18	1	6	0	0	0	0
19	3	2	0	0	1	1
20	0	1	4	1	0	0
21	1	0	2	3	0	0
22	2	4	0	0	0	0
23	0	0	1	0	2	1
24	0	2	2	0	0	0
25	1	0	1	1	0	1
26	3	0	1	0	0	0
27	1	1	0	0	0	0
28	2	0	0	0	0	0
29	2	0	0	0	0	0
30	1	0	0	0	0	0
Total	83	140	154	118	31	72

A presentation of these objective ratings does nothing to aid halfway house directors in managing their operations. However, there are several relevant issues that can be inferred from this ranking, and possible management concepts centered around clear objective descriptions can be discussed.

Congruence Among Goals

This section includes an examination of how well halfway house goals have been disseminated to other coordinating agencies. As stated before, the investigators feel it important that the various concerned groups have a knowledge of the goals of the halfway houses.

In addition to asking respondents about the goals of halfway houses, respondents also asked what they felt the goals should be if different than what they are presently. Using a Spearman rank order correlation, there was found to be no significant difference between what the goals are and what respondents felt they should be.

Although there was general agreement between actual and desired goals, there was a noticeable difference in both parole and probation officers' responses in regard to objective 23, control of residents. Officers felt control should be considered a more important goal than it is presently perceived. This is perhaps an expected response. The halfway house major focus is toward benefiting the resident, and working toward developing a total treatment milieu in the house. However, parole and probation officers have traditionally been charged primarily with custody and secondarily with treatment.

The Spearman rank order coefficient was used to compare a combination of halfway house director and staff goals with both parole and probation

officer responses. Whereas staff and directors work directly with residents and implement the objectives they feel are important, a combination of the two most realistically represent actual house objectives. There was no significant difference between directors and staff ratings.

The parole and probation officers were initially divided into two groups of respondents: those with clients in the house and those with no clients in the house. However, there was no significant difference in responses between the two groups of officers. These rankings were then combined into all parole officers and all probation officers.

The halfway house directors and staffs' responses, when matched with all parole officers', was shown to be correlated at the .05 level of significance. This indicates there is substantial agreement between the house goals as expressed by halfway house personnel and parole officers.

There were only two items where the two groups differed very much in responses. Parole officers rated assistance with alcohol and drug problems higher than halfway house directors and staff. Halfway houses have traditionally been perceived as dealing with special problem clients. Also parole officers are more likely to use halfway houses for these multi-problem individuals who need more intensive supervision than they can provide. Therefore, officers may perceive houses as dealing with these special problem cases more than they actually do.

The other item on which the groups differed was in relation to religious or spiritual guidance. Halfway house staff rated this much higher than parole officers. Many houses have been founded in a religious context, and staff responses indicate a continued orientation in this direction.

Probation officers' responses were even more highly correlated with responses of house directors and staff. Again, only two items showed any relevant discrepancy. Probation officers, as parole officers, perceive a higher rating of assistance with drug and alcohol problems, and also rated control of residents higher than did halfway house staff.

When comparing parole and probation officers' responses, a higher degree of correlation was found. This analysis indicates that among these groups surveyed, there is general agreement regarding the goals of Ohio halfway houses. This is an important issue, in that persons responsible for referring clients to halfway houses must have a knowledge of what the house attempts to do in dealing with the ex-offender.

Setting Goals

A discussion of program goals must include a section considering the methods for setting goals. Since program objectives can be used advantageously in management and evaluation, the process of establishing workable and measurable goals is very important. There appears to be three basic methods for setting objectives. These are management by objectives, committee planning, and individual initiative.

Management by objectives can be viewed both as a philosophy of management and a methodology for helping to accomplish it. Explicit objectives are set within an organization by a formal process that involves a flow of discussion both upward and downward through the organizational hierarchy. When the process is finished, a significant number of people have participated in setting the objectives, and there is some consistency among them.

In the committee planning approach, a group of people work together, conduct dialogue, read, consult with experts, and finally produce a prose statement which gives a description of their desires to attain certain ends.

Another type of approach to objective setting is illustrated by the referral of decisions to one individual who, presumably, himself decides what the objectives are for the group and retains the power to make decisions on the basis of those objectives. In this situation, the decision-maker may or may not have made the objectives explicit.

Data indicate that this third methodology is often the type used in halfway house goal setting. This is believed to be the case because often the goal responses of a house director differed from goal responses of the house staff.

Although staff and directors, perhaps thinking individually, still produced adequate goal statements, there is a need for coordinated efforts for setting goals that are consistent throughout the organization. Established goals can be very useful for program management and evaluation, as well as for individual staff needs.

The committee planning approach could involve persons throughout the organization. However, empirical evidence has shown the outcome of this process to be highly value-laden and often rather vague. This might be an acceptable way for a board of trustees to decide on a statement of purpose for the halfway house, but operational objectives should be more specific and workable.

The upward and downward discussion involved in management by objectives allows optimum input by all staff members in goal setting. This also offers an approach to satisfying, in part, esteem needs and needs for self-

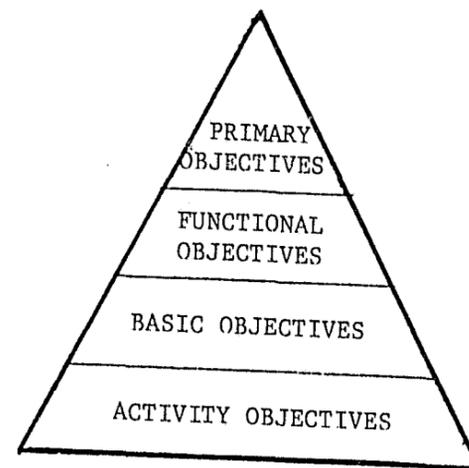
actualization of individuals (Maslow).² Objectives developed by this method are also measurable and may constitute a basis for evaluation of performance of individuals who participated in setting them.

Therefore, it is recommended that those houses presently not developing goal statements in this manner consider the usefulness of a management by objectives methodology for developing goals. Even for those houses with adequate goal statements developed by other methodologies, discussion of goals in the management by objectives process would tend both to institutionalize and add consistency to goals among staff.

Objective Hierarchy

One method of presenting program objectives is the objective hierarchy. An objective hierarchy is an ordering and management of program objectives in a manner which shows the relationships among the objectives. Thus, an objective hierarchy has at least two aspects. First, it presents a vertical structure of objectives with broadly stated objectives at the top and specific measurable objectives at the bottom. Secondly, it shows vertical and horizontal interdependencies of objectives within the structure.

The basic structure of an objective hierarchy is presented below:



A primary objective is the purpose or overall philosophy of a program. It is a composite of the values and beliefs upon which a program is based. It also embraces the major areas for which the program assumes responsibility.

The next level reflects the critical factors required for achieving the purpose and are referred to as goals or functional objectives. Functional objectives are broad in scope and directed to establishing operational guidelines and/or constraints. While they are more specific than the overall purpose, they are often not quantifiable.

Basic objectives, on the other hand, are designed to be specific and measurable. These lower level objectives contribute to achievement of objectives above them and provide a basis for determining the degree of success involved in the accomplishment of the functional objectives.

Activity objectives are specific services to be provided to clients, and behavior or attitudes to be acquired by clients. These objectives should describe the details of actions to be completed to accomplish the basic objectives.

Examples of program objectives on the primary, functional, basic, and activity levels are as follows:

- | | |
|-----------------------|---|
| Primary Objective: | To facilitate reintegration of an individual into the community while preserving the safety of community. |
| Functional Objective: | To provide individualized programming to alter behavior of residents. |
| Basic Objective: | To assist with special problem areas of the resident. |
| Activity Objective: | The resident will receive 10 hours of one-to-one counseling on job procurement within the first three weeks of residency. |

As can be seen, the lower objectives on the hierarchy build a foundation for those above them. The activity objectives are a means to

accomplish the basic objectives; accomplishment of basic objectives leads to functional objective completion; and the primary objective of the organization is accomplished only when all the lower level objectives have been fulfilled.

Using the thirty objectives as stated by halfway house directors and staff and parole and probation officers, an objective hierarchy was constructed. Although placement of objectives in the hierarchy is arbitrary and may differ from house to house, it does present the technique of construction. Simply, the process of constructing the hierarchy provides administrators with thought-provoking questions such as: "What are our house objectives, how do they relate to one another, and what objectives need to be achieved to accomplish a higher level objective?"

A sample of a possible distribution of objectives into an hierarchy using the thirty halfway house objectives would be the following.

Primary objective:

The primary objective is a combination of two stated objectives.

- To facilitate reintegration of the individual into the community while providing for the safety of society.

Functional objectives:

Functional objectives are divided into two areas. The first are those objectives which address the needs of residents as consumers of services of the social welfare program aspects of the halfway house. These are called transitive objectives.

- To develop an individualized program around the resident's needs in order to alter behavior.

Secondly, there are those objectives which address the needs of the criminal justice system and its responsibilities. These are called reflexive objectives.

- To assist the criminal justice system in the rehabilitation of offenders.

These two, of course, are not mutually exclusive. However, transitive objectives focus on the offender's needs while reflexive objectives consider the mandates of the criminal justice system.

Basic objectives:

Basic objectives contribute to the achievement of objectives above them. They are presented as either transitive or reflexive. However, some may be classified as both.

Transitive basic objectives:

- To provide vital needs (food, shelter) in a therapeutic environment.
- To de-institutionalize ex-offenders.
- To assist in goal planning of residents.
- To instill personal responsibility within residents.
- To improve resident self-concept.

Reflexive basic objectives:

- To sensitize and educate the community toward corrections.
- To offer a community alternative to incarceration.
- To prevent future criminal acts.
- To train future correctional staff.

Activity objectives:

These are services or activities which make up the basis for accomplishing the overall program objectives. These too are presented as either reflexive or transitive, but many could be included in both. For example, use of community resources would be beneficial in accomplishing both sets of objectives.

Transitive activity objectives:

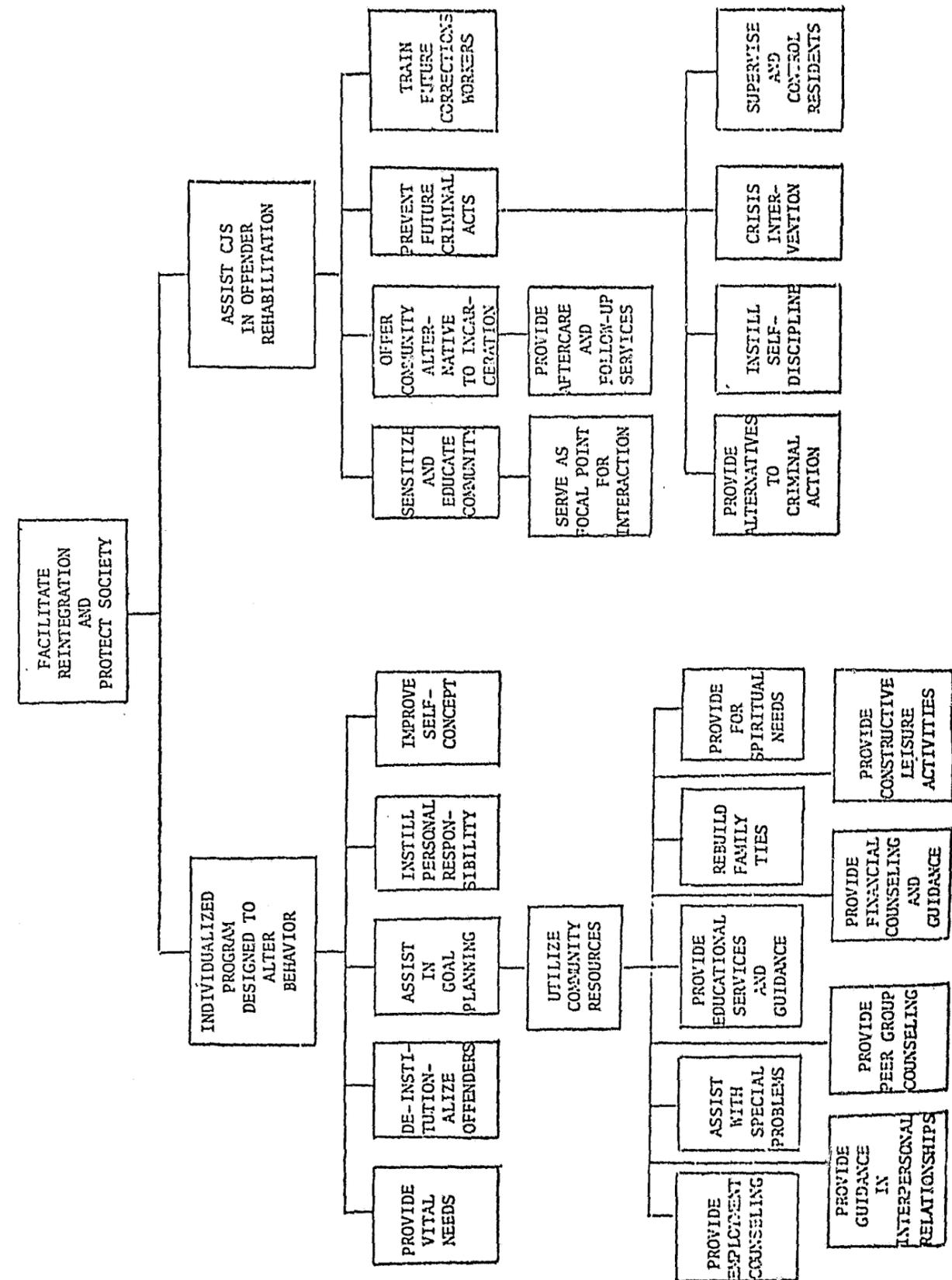
- To utilize community resources.
- To provide employment counseling and services.
- To assist with special problems (alcohol, drugs).
- To provide educational services and guidance.
- To rebuild family ties.
- To provide for residents' spiritual needs.
- To provide for financial counseling and assistance.
- To provide peer group counseling.
- To provide guidance in interpersonal relationships.
- To provide constructive leisure activities.

Reflexive activity objectives:

- To serve as a focal point for community and resident interaction.
- To provide aftercare and follow-up services.
- To instill self-discipline among residents.
- To supervise and control residents.
- To provide alternatives to criminal actions.
- To provide crisis-intervention services.

These objectives are presented in an objective hierarchy to illustrate both the vertical and horizontal interdependencies of the objectives (see Figure 1).

FIGURE 1
OBJECTIVES HIERARCHY



Management and the Objective Hierarchy

"The primary functions of management are planning, organizing, communication, and evaluating."³ All halfway house directors are faced with problems in management of their houses. A question they might ask would probably read something like this: "How can an objective hierarchy help my management problems?" The use of an objective hierarchy or objective tree certainly is not a total solution for management problems. It can, however, be useful in adding organization to many phases of management.

Management concepts such as "management by objectives" and "participative management" may not be the answer for halfway houses. Management by objectives requires a rather stable organization, and many halfway houses are still undergoing "growing pains." However, this would not preclude the use of several principles entailed in both of these theories. It is at this growing stage where the use of an objective tree and participation at all levels can be most beneficial to house management.

Justification for utilizing objectives systematically through an objective tree or hierarchy to structure halfway house program objectives is expressed by O'Leary and Duffee:⁴

A stress on goals shifts the focus away from an exclusive concern with the offender and his characteristics toward a view that places him within a correctional system continuously accommodating itself to a larger social order.

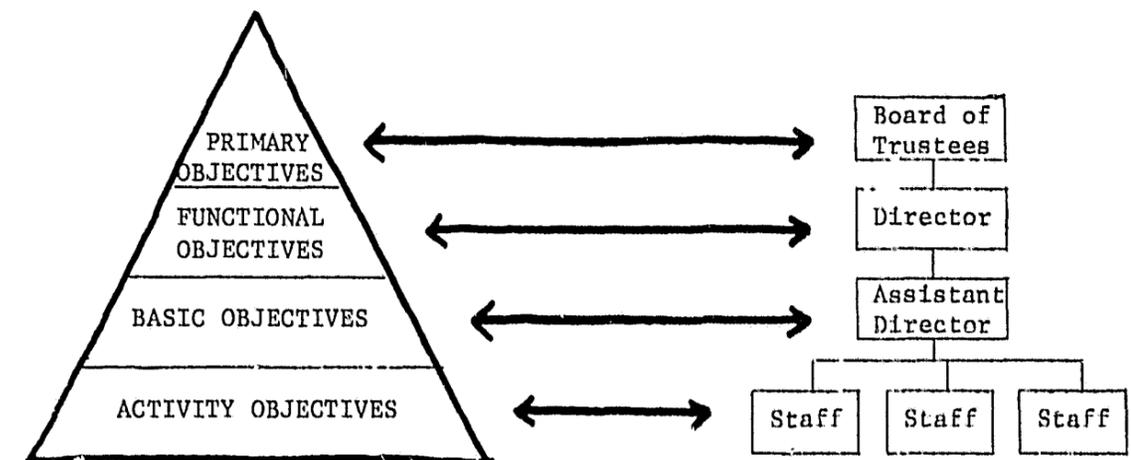
The Use of Objectives Process

Setting objectives by the use of the management by objectives method can do two things. First, it includes staff in the objectives setting process and the accomplishment of consistent objectives. Second, it

allows the assignment of "owners" of objectives who are responsible for their accomplishment.

After agreement on goals by use of a participative process, staff may be assigned responsibility for accomplishing specific objectives. A simple example is the assignment of objectives responsibilities by the matching of the objective hierarchy with the organizational hierarchy. The Board of Trustees is, of course, responsible for the accomplishment of the primary objective. They, meanwhile, hold the director responsible for accomplishment of functional objectives, which should accomplish the primary objective.

The director holds the assistant director responsible for basic objectives. Meanwhile, the assistant director assigns activity objectives to various staff members. One staff member may be responsible for employment counseling, another for group counseling and another for recreation. This allows specific responsibility at each level.



Planning

Systematic planning of social welfare programs is imperative for their efficient management. A systems approach to planning is a logical way of

thinking about a social problem in which the total problem is analyzed and alternative approaches to the problem are viewed as being system components which are interrelated with the other various components. Some basic steps to systemic planning are presented below:

- Define the problem and the planning task. This includes preliminary research to describe target populations and their needs, and identifying those individuals who will assist in the planning.
- Formulate policies on the basis of value analysis of alternative solutions (deciding what ought to be.)
- Assess operational resources and constraints, including the source of clientele, funding, legislative factors, and community preferences.
- Consider priorities, including the extent of funding necessary, and identify what services have to be established to meet program objectives.
- Develop a program structure that includes such activities as administration, manpower assignment, budgeting, and feedback for policy review.
- Establish specific projects with long and short range objectives.
- Design a system of reporting and evaluating, and provide formal feedback to the planning system.⁵

These steps can be matched with the objective hierarchy to establish planning directives.

Using this format, an example of planning using the objective hierarchy for a volunteer program for court probationers is presented. The problem defined in the primary phase is the deleterious effects of incarceration, and the need to use probation as an alternative. We assume rehabilitation of offenders is more probable when attempted in this context. Our primary objective would then be as follows:

- To rehabilitate probationers.

At the second or functional level, assessment of resources and constraints, and consideration of policy and guidelines are completed. With probation caseloads rising and probation officers unable to offer satisfactory personal services, a volunteer program may be seen as beneficial. The program would attempt to accomplish two functional goals:

- Provide personal services designed around the individual needs of the probationer.
- Encourage community acceptance of probationers.

Moving down the hierarchy to the basic level, program areas are selected to meet the needs of the program. Using the present example, basic objectives are chosen that will lead to fulfilling the needs of the problems defined in the primary level:

- Lower recidivism.
- Improve self-esteem and general attitude.
- Develop acceptable living patterns in the community.
- Educate volunteers.
- Sensitize the community.

The projects and services that will implement the program are then considered at the activity level. These are the actual services to be provided. In the example, this list would include the following:

- Provide probationer with a friend.
- Assist with employment problems.
- Offer educational counseling and guidance.
- Aid probationer with socialization problems.
- Use training sessions for volunteers.
- Encourage personal contact between volunteer and probationer.

- Encourage volunteers to discuss their program involvement with others.
- Recruit more volunteers.
- Conduct a public relations campaign.

This process presents a logical method for planning of new programs. What must be stressed is planning from the problem and needs statement "down," or planning what needs to be accomplished at each level to accomplish the level above it.

This, however, is too often not the case in social welfare planning. The planner will often start with a problem and jump down to the services to be provided, without carefully thinking out the intermediate objectives. Sometimes, he may even start with the services without considering the primary objectives.

The objective hierarchy may be used for organized and careful deliberation of cause and effect in planning a program design. Many social welfare agencies are lacking in organized planning, and should consider this method of organizing objectives as a minimal requirement for effective planning.

Evaluation

A hierarchy of defined objectives may also be useful in program and individual evaluation. Keys to the evaluative effort are the performance criteria of the services and the data to be selected for collection to determine the accomplishment of program objectives and the extent that the clients' needs are met.⁶

Evaluation of the individual in accomplishing his assigned objectives is, of course, pursuant to a valid evaluation of the program and services. Goal statements also are the basis for program evaluation.

Simon contends that to measure organizational effectiveness, it is essential to look at a set of goals.⁷ McCartt and Mangogna also discuss the importance of goals in evaluation.

Evaluation must measure the outcome of the program and services in relation to the agency's stated purposes and goals. Program and service effectiveness must be measured by recognized evaluation techniques, and when possible, by formal research.⁸

The first important step in an evaluation of this method is a careful analysis of stated goals and objectives. The evaluation should consider whether goals are realistic, so as not to make a relatively effective program appear ineffective when it does not accomplish unrealistic goals. That is where realistic goal setting and the objectives hierarchy can be beneficial.

Systematic goal setting eliminates the problem of unrealistic goals. Careful deliberations are taken to consider whether accomplishment of each level will lead to accomplishment of the next higher level.

An evaluation measures the extent to which the activity objectives or services are accomplished. At this level, data collected will be more precise or quantifiable than at the upper levels. Outcome data on the accomplishment of each lower level of objectives builds toward the next higher level of objectives.

The evaluation of Ohio halfway houses will follow this general format. However, as well as attempting measures of effectiveness at the lower objective levels, the primary objective will be quantitatively defined and evaluated. This will not only provide effectiveness measures of objective levels, but also analyze the correlation between accomplishment of various levels of objectives.

Notes from Chapter III

1. The President's Commission on Law Enforcement and the Administration of Justice, Task Force Report: Corrections (Washington, D.C.: U.S. Government Printing Office, 1967).
2. Maslow's discussion of the need for persons to self-actualize is based on his belief that we have a need to do the work we are suited for, and to maximize our self-development. This is most optimally accomplished when workers are included and allowed to contribute to the decision-making process.
3. William D. Hitt, "Management by Objectives in Educational Systems," unpublished memorandum.
4. Vincent O'Leary and David Duffee, "Correctional Policy--A Classification of Goals Designed for Change," Crime and Delinquency, Vol. 17, No. 4 (October 1971), pp. 373-386.
5. J. Ann George and R. J. Milstead, "A Systems Approach to Planning, Service Delivery, and Evaluation of Alcoholism Programs," paper presented at the National Conference of Alcohol and Drug Problems Association, Minnesota, 1973.
6. John P. Conrad, Crime and its Correction: An International Survey of Attitudes and Practices (Berkeley: University of California Press, 1970).
7. Herbert A. Simon, "On the Concept of Organizational Goals," Administrative Service Quarterly, Vol. 9 (June 1964).
8. John M. McCartt and Thomas J. Mongogna, Guidelines and Standards for Halfway Houses and Community Treatment Centers (Washington, D.C.: U.S. Department of Justice, Law Enforcement Assistance Administration, May, 1973).

CHAPTER IV

TYPES OF RESIDENTS AND THEIR ENTRANCE INTO THE HALFWAY HOUSE

Categories of Halfway House Residents

Originally, halfway houses were established as transitional programs to facilitate the entry into society of previously incarcerated offenders. However, in the last decade, the target population for halfway house services has greatly expanded.

A recent LEAA technical assistance publication, Guidelines and Standards for Halfway Houses and Community Treatment Centers, lists eight current uses of community-based treatment facilities.

1. As a transitional refuge for the mandatory releasee and parolee

This is the traditional rationale of servicing a previously incarcerated group to ease their transition back into free society and to buffer the many negative effects of their period of incarceration and isolation from the community.

Previously, this group of clientele was received directly upon release from the institution. Community centers are now being used for these persons who are having difficulty adjusting "on the street," and stand the risk of revocation of parole or return to the institution. The community center offers an alternative with intensive treatment and supervision in an attempt to stop the "prison-parole-prison" cycle.

2. As an alternative to incarceration for the probationer

Probationers are referred to a halfway house under two sets of general circumstances. First, the court may consider the individual too much of

a risk to place him on a probation caseload where he would not receive the required supervision or treatment. However, this individual could benefit from community placement and does not need institutional incarceration. He may then be placed in a residential facility as a condition of probation.

Second, an individual may already be on probation but experiencing adjustment problems. Again, the halfway house may provide the needed intensive treatment and supervision.

3. For the pre-releasee before his actual parole or mandatory release

Under Federal law, a federal prisoner may be released from thirty to one hundred and twenty days before his actual release date. He may then be placed in a community facility until his release date in order that he might utilize community resources to find a job, re-establish family ties, or find suitable housing.

4. To provide study and diagnostic services to offenders

Some more sophisticated halfway houses are able to provide courts with study and diagnostic services prior to final disposition. The offender may be placed in a halfway house for "study and observation" to discover problems and suggest recommendations for treatment and final disposition.

5. As group homes for the neglected and delinquent juvenile

Group homes for the delinquent child are serving several purposes. First, they give the court of jurisdiction an alternative to incarceration if the child does not respond to the supervision of his probation officer or social worker. Second, the group home may be used as a short-term facility for the delinquent child, while community services and counseling

attempt to remedy his problems. Third, the group home is also used as a "halfway out" facility for children who have been incarcerated and do not have an adequate home plan.

6. For individuals with special difficulties such as drug abuse, alcoholism, and psychiatric problems

Due to the nature of the problems presented by these individuals, the average stay is often much longer at these centers than those servicing the general offender population. Many of these centers utilize some form of the therapeutic community technique.

7. For those individuals released on bail prior to final disposition

At this point in time, there appears to be an expansion in the traditional use of bail to allow those not financially able to provide bond the chance to be released on a "recognizance bond." Halfway houses may serve an important role in this expansion.

A standard requirement for recognizance bonding is that the individual have roots in the community. The halfway house may be able to act for those without community ties to make them eligible for recognizance bonding. The halfway house can provide room and board, as well as treatment services, to those individuals who would otherwise be forced to wait in jail for their final disposition.

8. For diversion from the criminal justice system

A possible future use of halfway houses is the diversion of problem individuals who are now forced into the criminal justice system (chronic alcoholic, drug abuse, or victimless crime offenders). Halfway houses, as

well as public health facilities, can be utilized to divert and treat a substantial number of these individuals.

Ohio halfway houses also provide services to a wide variety of clients. The following is a list of the categories of residents participating in Ohio programs:

1. Parolees
2. Mandatory releasees
3. Federal pre-releasees
4. Probationers
5. Special problem cases
6. Self-referrals
7. Shock probationers
8. Furloughees
9. Shock parolees

All eight of the halfway house systems in the study have parolees and probationers as clients. Several of the houses, as well, contract with the United States Bureau of Prisons to provide services to federal pre-releasees. The houses generally have some offenders with special problems (drug or alcohol), and one of the eight houses specializes in treatment of alcoholics.

The Ohio houses also often have residents who may not have come to the house as a requirement by a supervisory agency. These people are simply designated "self-referrals." They may have previously been (or may still be) parolees or probationers, but have not been required to reside in the house. These are individuals who realize they need the help of a halfway house, and come to the house on their own volition to seek assistance.

In Ohio, there are two other rather unique approaches to the use of halfway houses. The first is for an offender who has received shock probation. Shock probation is a judicial decision. Between thirty and one hundred and thirty days after institutionalization of the offender, the court (feeling that the shock of imprisonment will provide enough of a

deterrent to future criminal activity) may recall the offender from incarceration and put him on probation. Ohio halfway houses are often used as a placement for individuals released on shock probation.

In 1971, Ohio also enacted a furlough statute. This allows the Ohio Adult Parole Authority to release prisoners to a community treatment center prior to the date they would ordinarily have been paroled. The individual can only be released for purposes of employment, vocational training, educational programs or other programs designated by the Director of the Department of Rehabilitation and Correction. When an individual is released under the furlough program he "must be confined for periods of time when he is not actually working at his approved employment or engaged in vocational training or other educational programs. Such confinement must be in a suitable facility designated by the Adult Parole Authority." Since the inception of the law, Ohio halfway houses have handled about 80 percent of all persons receiving furlough.

Table 3 depicts the proportions of various types of offenders who resided in the studied Ohio halfway houses during the 1973 calendar year, during the study period, and those interviewed during the study period.

Several Ohio halfway houses serve all of the various categories of offenders, although some houses do limit their intake to certain offender types. Staff members of houses have identified three factors in their limiting the types of offenders they would accept. First, the facilities are often too small to serve the number of referrals that would be received from all categories of offenders. Therefore, they limit their intake by accepting only those groups to which they feel they can provide the most benefit.

TABLE 3
STATUS OF OFFENDERS WHO RESIDED IN HALFWAY HOUSES (IN PERCENTAGES)

Status	Vander Meulen	Alvis House	Bridge House	Denton House	Fellow-ship House	Fresh Start House	Helping Hand	Talbert McMillan & Wesley	Talbert for Women	Row Total	
										%	N
1 JANUARY - 31 DECEMBER 1973:											
Parole	64	37	50	46	64	64	35	34	61	44	(443)
Probation	5	4	21	11	13	30		4	29	9	(86)
Shock Probation			10					0	2	1	(10)
Federal Pre-release		18		17				43	4	21	(213)
Furlough	31	41	19	24	23	5	41	19	4	25	(244)
Self Referral				2		*			4	0	(2)
Column Total (Number of Residents)	100 (87)	100 (186)	100 (82)	100 (132)	100 (30)	100 (66)	100 (198)	100 (172)	100 (45)	100	(998)
1 JANUARY - 31 MARCH 1973:											
Parole	48	25	52	41	54	81	57	37	47	43	(154)
Probation	7	9	18	10	7	19		8	37	10	(34)
Shock Probation			13					0		1	(4)
Federal Pre-release		4		29				34	11	19	(67)
Furlough	45	62	4	16	39		40	3	15	24	(87)
Self Referral			13	4		*		6	5	3	(9)
Column Total (Number of Residents)	100 (29)	100 (76)	100 (23)	100 (52)	100 (13)	100 (16)	100 (60)	100 (68)	100 (19)	100	(355)
INTERVIEWED 1 JANUARY - 31 MARCH 1973:											
Parole	30	12.5	66	42	50	25	35	41	54	35	(65)
Probation	5	12.5	17	8	10			7	33	9	(17)
Shock Probation			17							1	(2)
Federal Pre-release		3		35				65	48	22	(40)
Furlough	65	72		15	40				13	23	(42)
Self Referral								4		1	(1)
Social Agency Referral					75					9	(15)
Column Total (Number of Residents)	100 (17)	100 (32)	100 (12)	100 (26)	100 (10)	100 (20)	100 (23)	100 (27)	100 (15)	100	(182)

*Fresh Start receives several self-referrals and referrals from social agencies. Approximately 53 percent of their clients are alcoholics who are not currently under the supervision of any criminal justice agency. These figures include only offenders supervised by criminal justice agencies.

Secondly, when a house serves several categories of offenders in the same facility, additional problems of management are encountered. For example, the rules imposed upon different statuses vary, creating conflict among residents as well as between residents and staff members. This is particularly true when furloughees and federal pre-releasees are housed in the same facilities as parolees. Parolees, as a group, are given more latitude in regard to curfew, employment, and other restrictions than furloughees or pre-releasees, who are still classified as prisoners. The divergent accounting and reporting procedures required for the different types of offenders also complicate house management.

A third reason cited by halfway house staff for limiting acceptance of certain types of residents was the negative influence that certain groups may have on other residents. Specifically, some staff stated that by housing parolees and probationers in the same facility, the effect of "prisonization" of parolees may "contaminate" probationers or other offenders who have not yet been incarcerated.

Many Ohio halfway houses have attempted to remedy the possible problems of mixtures of resident status by opening separate facilities. The Alvis House, the Bridge Home, Denton House, and Vander Meulen House all have separate facilities for furloughees. Helping Hand Home uses one facility for federal pre-releasees and another for state parolees and local probationers. Alvis House has also opened a separate facility as an alternative to incarceration for probationers.

Although the majority of staff members mentioned difficulties involved in treating several categories of offenders, a few spoke of the advantages of maintaining a balanced variety of status groups. In particular, staff felt that by having a balanced variety of status groups within a house, it

would be easier to avoid the problem of having a noticeable carryover of the prison culture among your residents. For instance, if the House were to limit services to parolees, it is often true that at least some of the residents in the House would have previously been acquainted from their institutional stay. Younger residents are also frequently rebellious upon entering the community after serving time in an institution. If they were to meet with other young persons with whom they are familiar, the hostility or rebellion of several of them often becomes a clique in which each strengthens the rebellion of the others. To accept only young men who have served time in the same institution culture often compounds the problems of staff members. Accordingly, a house might be more successful if it could draw clients from several different institutions, include a variety of age and type of offense categories, and also achieve a mixture of individuals with varying levels of contact with the criminal justice system.

Entrance to a Halfway House

In examining halfway houses, it is important to understand the procedures a potential resident must follow in order to be accepted to a house. This section details the various ways by which residents learn about the house, their decision to seek a placement there, the procedures involved in application, actual entrance to the house, and the criteria the house used in making a decision on accepting a resident.

There are several methods utilized by halfway houses to inform future clients, as well as referral agencies, of the services they offer. For the institutionalized offender, pamphlets are sent to each state institution and house staff visit the institutions, both to publicize the house

and to interview inmates who have applied for residence.

House staff also work closely with local judges and probation officers, seeking to make their services available to offenders. House volunteers and newsletters also make the houses visible within the community, and staff are often called upon to speak to schools or community agencies.

Table 4 illustrates how the sample of residents found out about the house. The most often cited methods of learning about the houses are "being told by a parole or probation officer" (24 percent), "being told by an institutional social worker" (30 percent), or "finding out through other institutional contacts" (18 percent). Apparently, the halfway houses are doing a substantial job of conveying their services to referral agencies, since 68 percent of residents interviewed were referred by an agency.

After he learns about the existence of the halfway house, the potential resident must himself take the initiative to request entry into a house. Residents are not "recruited" by house staff. Most of the houses are already overcrowded, and staff usually feel that an individual who requests admission on his own will be more highly motivated and more likely to receive maximum benefit from services. The general procedure for being accepted by a house differs only slightly from house to house and by the status of the client.

The potential resident initially requests information from the house staff through a letter or a visit to the house. If possible, as in the case of the self-referral or the probationer, house staff make arrangements for the potential resident to visit the house. If the offender is incarcerated and unable to visit the house, staff try to visit him in the institution. Staff are often able to visit state institutions, but the

TABLE 4
SOURCE OF INFORMATION ABOUT HALFWAY HOUSES (IN PERCENTAGES)

	Alvis House	Bridge I use	Denton House	Fellow- Fresh				Talbert McMillan	Talbert Wesley	Talbert for Women	Vander Meulen	Row Total	
				ship House	Start House	Hand	Helping Hand					%	N
Told by Probation/ Parole Officer	12.5	58.3	23.1	30.0	30.0	13.0	9.1	18.8	46.7	17.6	23.6	(43)	
Told by Social Worker	40.6	25.0	34.6	20.0	15.0	13.0	45.5	43.8	26.7	29.4	29.7	(54)	
Told by Friend or Family	15.6	0.0	7.7	20.0	10.0	26.1	9.1	12.5	20.0	17.6	14.3	(26)	
Told by Judge	3.1	0.0	0.0	0.0	5.0	0.0	0.0	6.3	6.7	0.0	2.2	(4)	
Read about It	6.3	16.7	3.8	0.0	0.0	8.7	0.0	0.0	0.0	0.0	3.8	(7)	
Contacts from the Institution	15.6	0.0	23.1	20.0	5.0	34.8	27.3	12.5	0.0	29.4	17.6	(32)	
Agency Suggestion	3.1	0.0	0.0	0.0	20.0	0.0	0.0	0.0	0.0	0.0	2.7	(5)	
Professional Suggestion	3.1	0.0	7.7	10.0	15.0	4.3	9.1	6.3	0.0	5.9	6.0	(11)	
Column Total (Number)	100.0 (32)	100.0 (12)	100.0 (26)	100.0 (10)	100.0 (20)	100.0 (23)	100.0 (11)	100.0 (16)	100.0 (15)	100.0 (17)	100.0 (182)		

84

distance to most federal institutions forces correspondence by mail for federal pre-release clients.

After written correspondence and personal interviews provide the potential resident an understanding of house rules and available programs, he makes a decision of whether to formally apply for placement. This generally requires a letter requesting acceptance to the house and a signed statement that the client has read and will abide by all house rules. The client may be motivated by several varying factors in his decision to apply for residence. Table 5 presents the stated reasons residents decided to be placed in a halfway house.

Once the application has been filed, house staff contact social workers, caseworkers, probation or parole officers, or any other reference sources that would be helpful in evaluating the resident's potential for being a successful participant in the program. Staff review the institutional and criminal records, employment history, family background, and any other information believed to be relevant in the individual case.

The decision-making process to accept or reject a particular individual differs between houses. Generally, the information is discussed at staff meetings, with all staff providing input or insight into the potential of the client. In some instances, psychologists, agency representatives, or members of the house Board of Directors may be consulted. After various consultations, the house director generally makes the final decision as to the eligibility of an applicant. Most interviewed directors indicated that they realized a more formal method of accepting clients should be devised. Several houses have recently begun to formulate "policies of acceptance" based on evaluation studies which have specified which types of individuals receive the most benefit from their program.

TABLE 5

STATED REASONS RESIDENTS DECIDED TO BE PLACED IN HALFWAY HOUSE (IN PERCENTAGES)

	Alvis House			Bridge House			Denton House			Fellow-Ship House			Fresh Start House			Helping Hand			Talbert McMillan			Talbert Wesley			Talbert for Women			Vander Meulen			Row Total		
	%	N		%	N		%	N		%	N		%	N		%	N	%	N		%	N	%	N	%	N	%	N	%	N			
Place to Live on Furlough	71.9		8.3	15.4	30.0	5.0	13.0	18.2	0.0	0.0	0.0	64.7	26.4	(48)																			
Parole Placement	3.1		50.0	46.2	60.0	0.0	52.2	54.5	37.5	33.5	11.8	30.8	(56)																				
Needed Help	3.1		25.0	19.2	0.0	90.0	4.3	9.1	6.3	26.7	5.9	19.2	(35)																				
Told by Judge	6.3		16.7	3.8	10.0	0.0	0.0	0.0	12.5	13.3	0.0	5.5	(10)																				
Told by Parole Officer	3.1		0.0	7.7	0.0	5.0	0.0	0.0	6.3	13.3	11.8	4.9	(9)																				
Liked Community Setting	12.5		0.0	7.7	0.0	0.0	26.1	9.1	31.3	13.3	0.0	11.0	(20)																				
Not Applicable	0.0		0.0	0.0	0.0	0.0	4.3	9.1	6.3	0.0	5.9	2.2	(4)																				
Column Total (Number)	100.0 (32)		100.0 (12)	100.0 (26)	100.0 (10)	100.0 (20)	100.0 (23)	100.0 (11)	100.0 (16)	100.0 (15)	100.0 (17)	100.0 (182)																					

66

For a variety of reasons, the ideal procedure of applying and being accepted in a halfway house often does not run as smoothly as the above description may suggest. For example, often a client's institutional record, employment history, or other material is not readily available to the halfway house staff. Because of the relatively slow process involved in getting information from the institution to the halfway house personnel, house staff often do not have necessary records with which to evaluate the client. Thus, it is often necessary to accept or reject a client solely on the basis of his application. More often than not, the staff have not been able to meet with the client previous to his arrival at the halfway houses, which can result in misconceptions concerning both the program and regulations. As Table 6 indicates, most residents (62 percent) first meet a staff member upon their arrival at the house.

The majority of the halfway house staff indicated that no definite set of criteria were used in accepting or rejecting individuals for their programs. Instead, decisions were usually based upon such factors as the number of spaces available in the house. However, each house does have policies which dictate which individuals are given priority for acceptance, as well as which individuals are totally unacceptable. Extenuating circumstances may upon occasion force staff to deviate from these policies.

Ohio halfway houses do not exclude any resident based on his criminal offense. However, a few staff members said they preferred to accept individuals who had committed property offenses and were particularly hesitant to admit individuals convicted of sexual offenses. A majority of the staff stated that they would prefer to accept relatively young clients (age 18-30) who have spent a shorter time in prison, have some trainable

TABLE 6

FIRST CONTACT WITH HOUSE STAFF (IN PERCENTAGES)

	Alvis House	Bridge House	Denton House	Fellow-ship House			Fresh Start House	Helping Hand	Talbert McMillan	Talbert Wesley	Talbert for Women	Vander Meulen	Row Total
				House	House	House							
On Visit in Prison	43.8	33.3	15.4	40.0	0.0	0.0	4.3	9.1	12.5	46.7	23.5	22.5 (41)	
On Drive from Prison	3.1	0.0	23.1	20.0	0.0	17.4	9.1	0.0	0.0	6.7	0.0	8.2 (15)	
In House when Arrived	50.0	33.3	57.7	40.0	80.0	73.9	72.7	87.5	46.7	70.6	62.1(113)		
On Pass from Institution	0.0	8.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	5.9	1.1 (2)	
Outside Agency	3.1	0.0	3.8	0.0	5.0	0.0	0.0	0.0	0.0	0.0	0.0	1.6 (3)	
Before Arriving at House	0.0	16.7	0.0	0.0	15.0	4.3	9.1	0.0	0.0	0.0	0.0	3.8 (7)	
Not Applicable	0.0	8.3	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.5 (1)	
Column Total (Number)	100.0 (32)	100.0 (12)	100.0 (26)	100.0 (10)	100.0 (20)	100.0 (23)	100.0 (11)	100.0 (16)	100.0 (15)	100.0 (17)	100.0 (182)		

68

skills, and have a high motivation for succeeding in the community. Houses also prefer to accept clients who will eventually reside in the community in which the halfway house is located.

Individuals who qualify under these categories are given priority for admission, but are obviously not the only individuals admitted. In reality, almost any individual who has a legitimate need for halfway house services and has a sincere desire to become a successful part of the program is admissible.

There were, however, certain categories of individuals considered by house directors to be principally inadmissible. The following list illustrates the percentage of directors (N=10) that responded negatively to admission of the client categories.

Client Category	Principally Inadmissible
Psychotic individuals	70%
Non-employable	50%
Mentally ill	40%
Homosexuals	30%
Medical problems	30%
Older individuals (50+)	30%
Sex related offenses	20%
Violent crimes, aggressive behavior	20%
Drug addicts	20%
Low intelligence level	20%

Attitudes of Ohio Inmates Toward Halfway Houses

A large majority of the Ohio halfway house populations are in a transitional state from the institution to the community. Since it is the inmates choice of whether to apply for residence in a halfway house, it is important to survey prisoners about to be released into the community. In an attempt to determine inmates' attitudes toward halfway houses, 180 prisoners already granted parole and in pre-release status completed

questionnaires regarding their feelings toward halfway houses. (Some inmates chose not to respond to all questions; therefore, percentages are calculated including only the group who responded to the question.)

Surveys were designed to determine the information the inmates had received concerning halfway houses during their planning for parole. Table 7 is an institutional breakdown of the participants in the survey. All of Ohio's institutions were surveyed except the Southern Ohio Correctional Facility.

TABLE 7

Institution Name	Number of Participants	Percentage
Chillicothe Correctional Institution	49	27.2
London Correctional Institution	36	20.0
Lebanon Correctional Institution	30	16.7
Ohio State Reformatory	24	13.3
Marion Correctional Institution	23	12.8
Ohio Reformatory for Women	11	6.1
Correctional Medical Center	5	2.8
Total	178*	100.0

*Two persons did not respond to this question.

Inmate Knowledge of Halfway Houses

Of those inmates responding to the question, a large percentage (91 percent) said they were aware of the possibility of halfway houses as a parole plan. Of those inmates who indicated they were aware of halfway houses, almost one-third had received the information from other inmates at the institution, and only 16.7 percent from institutional social workers or psychologists who assist in developing parole plans. Table 8 illustrates how inmates received information about halfway houses, and are responses to the question: "How did you find out about the availability of a halfway house as a parole plan?"

TABLE 8

HOW INMATES FOUND OUT ABOUT HALFWAY HOUSES

Response	Frequency	Percentage
From other inmates at the institution	43	31.2
Read about it in newspaper, book, bulletin board, etc.	27	19.5
Institution social worker/psychologist told me	23	16.7
A friend or family member told me	12	8.7
Parole or probation officer told me	7	5.1
Professional suggestion (sponsor, counselor, psychiatrist, caseworker)	6	4.3
Judge told me	1	0.7
Multiple responses	19	13.8
Total	138*	100.0

*16 persons did not know about halfway houses and 26 did not respond to the question.

It is important for many reasons, that inmates receive accurate information from institutional social service departments. Information from returned inmates is likely to portray a negatively slanted picture of halfway houses, and inmates may therefore tend not to choose a house for parole placement. If they do, it may well be with misconceived and false conceptions and poor attitude toward reintegration.

In terms of a placement plan, although a large portion of the sample knew about halfway houses, only 20 percent said they had seriously considered going to one upon their release. Of those who had considered halfway house placement, only 6.9 percent actually chose a halfway house as a placement. The largest majority of the sample (72.5 percent) planned to reside with relatives. The breakdown of the parole placements for this sample of inmates is given in Table 9.

TABLE 9

Parole Placement	Frequency	Percentage
With relatives	116	72.5
Halfway house	11	6.9
Self-maintenance	10	6.2
With friends	6	3.8
YMCA, Salvation, Army, Volunteers of America, etc.	4	2.5
Other	13	8.1
Total	160*	100.0

*20 persons did not respond to this question.

Although 91 percent of inmates stated they were aware of halfway houses as a possible placement, almost one-half (45.7 percent) stated they would have liked to have had more information regarding the services of halfway houses before making their decision as to their own parole plan. Table 10 is a breakdown, by institution, of the responses to the question, "Would you have liked to have had more information about halfway houses before deciding on a parole plan?"

As can be seen from the data in the table, there are some institutions where more inmates would like additional information about possible halfway house placement. While most responses are fairly equally divided (from 40 percent to 50 percent "yes"), some institutions do vary from this mean. Overall, the percentage of residents wanting more information on halfway house services could be lowered by having more information presented to the pre-parole population. In the past, this had been attempted through providing pamphlets to the institutions. Halfway houses also attempt to go to institutions to interview prospective inmates. Perhaps a better solution would be to have halfway houses close to certain institutions dispatch staff

TABLE 10

Institution	"Would you have liked to have had more information about halfway house services before developing a parole plan?"			Total
	Yes	No	No Answer	
Correctional Medical Center	40.0 (2)	60.0 (3)	(0)	
Ohio State Reformatory	43.5 (10)	56.5 (13)	(1)	
London Correctional Institution	35.3 (12)	64.7 (22)	(2)	
Chillicothe Correctional Institution	50.0 (22)	50.0 (22)	(5)	
Marion Correctional Institution	34.8 (8)	65.2 (15)	(0)	
Lebanon Correctional Institution	62.1 (18)	37.9 (11)	(1)	
Ohio Reformatory for Women	50.0 (3)	50.0 (3)	(5)	
Total	45.7 (75)	54.3 (89)	(14)	100.0 (178)*

*Two missing data without record of institution.

to give presentations to inmates nearing their parole or furlough time. The staff member could answer questions regarding all houses, and provide inmates a realistic perspective of the halfway house living environment.

A cross-tabulation of the "parole placement" with the "institution of release" shows in what institution those individuals going to halfway houses reside, and those institutions whose populations do not often choose halfway house placements (see Table 11). These data serve as indicators of those institutions which possibly lack adequate and accurate information

TABLE 11

PAROLE PLACEMENT BY INSTITUTION OF RELEASE

	With Relatives	With Friends	Self Maintenance	YMCA	Halfway House	Other	MD	Row Total
Correctional Medical Center	80.0 (4)	0.0 (0)	20.0 (1)	0.0 (0)	0.0 (0)	0.0 (0)	0.0 (0)	2.8 (5)
Ohio State Reformatory	82.6 (19)	0.0 (0)	4.3 (1)	0.0 (0)	13.1 (3)	0.0 (0)	0.0 (1)	13.8 (24)
London Correctional Institution	69.7 (23)	3.0 (1)	6.1 (2)	0.0 (0)	12.1 (4)	9.1 (3)	0.0 (3)	20.0 (36)
Chillicothe Correctional Institution	69.1 (29)	0.0 (0)	7.1 (3)	9.5 (4)	0.0 (0)	14.3 (6)	0.0 (7)	27.2 (49)
Marion Correctional Institution	55.0 (11)	15.0 (3)	10.0 (2)	0.0 (0)	10.0 (2)	10.0 (2)	0.0 (3)	12.8 (23)
Lebanon Correctional Institution	86.7 (26)	3.3 (1)	3.3 (1)	0.0 (0)	0.0 (0)	6.7 (2)	0.0 (0)	16.7 (30)
Ohio Reformatory for Women	57.1 (4)	14.3 (1)	0.0 (0)	0.0 (0)	28.6 (2)	0.0 (0)	0.0 (4)	6.1 (11)
Column Total	72.5 (116)	3.8 (6)	6.2 (10)	2.5 (4)	6.9 (11)	8.1 (13)	0.0 (20)*	100.0 (180)

*Two missing data without record of institution.

concerning halfway house placements, and as such parolees seldom choose a halfway house placement.

For example, Chillicothe Correctional Institution, although having the largest number of parolees during the sample period, had no one going to a halfway house. It would seem important to concentrate on providing information to inmates and having halfway house staff visit the social service department of this institution. On the other hand, at the Ohio Reformatory for Women, nearly 30 percent of the parolees were planning to reside in halfway houses. This is probably in part due to the fact that Talbert House for Women sends a member of their staff to ORW monthly for the purpose of informing inmates of the services they offer.

The results of the survey indicate that although most inmates are aware of halfway houses, few choose to be placed there. This may in part be due to either a lack of information or inaccurate information about services which could come from previously paroled and returned inmates.

It is recommended that institutional social service and other departments be provided accurate information regarding halfway house services and encouraged to relay such information to inmates developing their parole plans. As well, halfway house staff should make regular visits to institutions to explain services. Halfway houses can coordinate efforts and eliminate the need for each house to visit each institution.

Inmate Opinions of Halfway Houses

The sample was asked to give their opinions of the purpose of halfway houses. Their responses reflect a wide diversity of opinions. As is apparent from the data in Table 12, the majority of respondents (55.3 percent) indicated they felt the purpose of the halfway house was "to provide a place

to sleep and food to eat until finding a job and home," while 13.6 percent of the sample saw the halfway house as providing a way to make parole. A relatively small percentage of the population (15.5 percent) felt the halfway house is a place where one "went to receive treatment and help with one's problems." Halfway houses are seen by the majority of the inmates as a place where vital needs are provided, and not as community correctional centers designed to administer treatment.

TABLE 12

INMATES' PERCEPTIONS OF HALFWAY HOUSE PURPOSES

Response	Frequency	Percentage
To have a place to sleep and food to eat until finding a job and home	89	55.3
To receive treatment, and help with one's problems	25	15.5
To provide a way to make parole	22	13.6
As an alternative to prison	8	5.0
Multiple responses	17	10.6
Total	161*	100.0

*19 persons did not respond to this question.

When the parole plans of the entire sample are cross-tabulated with the expressed feelings as to the purpose of the halfway house, some interesting results surface. Persons going to halfway houses were three times as likely as the rest of the population to see the halfway house as a "place to receive treatment and help with one's problems," whereas they were least likely to see it simply as a place that provided them with food and shelter.

This again is indicative of the inaccurate information being received by many inmates, and illustrates the importance of accurately portraying the role of halfway houses to inmates. If an inmate has heard negative comments about halfway houses or feels they do not offer him assistance, he may not be likely to consider or include a halfway house in his parole placement.

Inmates were asked whether they thought halfway houses could be helpful and with what type of client they could be helpful. One-third (55 of 165) of the respondents felt houses are basically helpful, while over one-half (85 of 165) felt they did not know.

However, when inmates were asked to what type of client the house could be helpful, 40 percent replied "anyone." Misinformation is still apparent, however, as over one-half of the residents felt halfway houses were helpful to clients with special employment, drug, alcohol, emotional, or psychological problems. Table 13 presents the responses.

TABLE 13

TYPE OF CLIENT HALFWAY HOUSES CAN HELP

Response	Frequency	Percentage
Anyone	64	40.0
Those who are hostile, resentful, lack discipline	25	15.6
Drug abusers, alcoholics	18	11.3
Those who are insecure or have low self esteem	13	8.1
Untrainable, difficult to employ individuals	5	3.1
Those with family or peer group problems	4	2.5
Others	21	13.1
Multiple responses	10	6.3
Total	160*	100.0

*20 persons did not respond to this question.

To repeat a prior recommendation, it is apparent that inmates do not accurately perceive the purposes of halfway houses. An effort to ensure accurate information to the pre-parole inmate should be undertaken.

CHAPTER V

CHARACTERISTICS OF THE EXPERIMENTAL AND CONTROL GROUPS

This section provides a description of 236 residents of Ohio halfway houses during a three-month period of 1973, and is the experimental group to be used for the outcome analysis of the houses (presented in Volume II). The experimental group is composed of parolees, probationers, and federal pre-releasees, studied for one year after their exit from Ohio halfway houses in 1973. The control group for this study consists of 404 randomly selected parolees released from Ohio institutions in 1973, and studied longitudinally for one year. None of the individuals in the control group have ever resided in an Ohio Halfway House. Comparisons of the characteristics of these two groups will serve to provide some delineation of and hypothesis concerning the type of person who, in Ohio, eventually seeks the services of a halfway house. Statistical significance between groups was computed using z scores, while the accepted level of significance is .05 or less.

Demographic Data

Sex

The experimental and control groups are very similar with respect to the distribution of males and females in each sample. There is a higher proportion of females in the halfway house group; however, the difference does not reach the .05 level of significance (see Table 14).

Age

There is also no significant difference between the ages of the two samples. The experimental group has a mean age of 31.7 and the control

TABLE 14

SEX

Sex	Halfway House Experimental Group	Control Group	Statistical Significance (z)
Female	7.6% (18)	4.2% (17)	.08
Male	92.4 (218)	95.8 (387)	
Total	100.0% (236)	100.0% (404)	Not Significant

group had an average age of 30.2. The level of significance is .08.

Race

The racial composition of the experimental group does differ significantly from the composition of the control group. As Table 15 illustrates, fewer non-white persons go to halfway houses than are found in the total population of parolees.

TABLE 15

RACE

Race	Halfway House Experimental Group	Control Group	Statistical Significance (z)
White	59.0% (138)	50.5% (204)	.05
Non-white	41.0 (96)	49.5 (200)	
Total	100.0% (234)	100.0% (404)	Significant

Marital Status

The marital status of persons in the experimental and control groups does not differ appreciably. Data indicate that a large percentage of both groups are single, and almost one-fourth of the total number of persons in each group are divorced (see Table 16).

TABLE 16

MARITAL STATUS

Marital Status	Halfway House Experimental Group	Control Group	Statistical Significance (z)
Single	71.1% (165)	76.5% (309)	.07
Married	28.9 (67)	23.5 (95)	
Total	100.0% (230)	100.0% (404)	Not Significant

Intelligence Quotient (I.Q.)

There is no statistically significant difference in terms of the I.Q. scores for the two groups. I.Q. scores for the two groups were, in a majority of the cases, taken from Ohio Penal Classification Test (OPCT) scores. When other tests were taken, scores were converted to OPCT values. The mean I.Q. score for the experimental halfway house group was 96.8, whereas the mean for the control group was 99.3. The average scores for both groups fall in the normal range of intelligence.

Educational Attainment

Examinations of the highest grade reached by offenders in the groups shows that the average level of education attained by persons in the experimental group is nearly identical to that attained by the control

group. The halfway house average level of education was 9.3 years, and for the control group it was 9.4 years, a non-significant difference at a .56 level of significance.

Criminal Record

The control group and experimental group do differ significantly in many aspects of their past involvement in criminal activities.

Juvenile Delinquency

Examination of criminal records for the two groups indicates that only 27 percent of the control group had a juvenile record, while 46 percent of the experimental group had a juvenile record. This is a statistically significant difference below the .01 level.

Age of First Offense

Correlary to the higher percentage of the halfway house group having a juvenile record, the average age at which the individual committed his first criminal offense reflects that the experimental group became involved in criminal offenses earlier than the control group. The mean age of the first criminal offense for the experimental group was 19.1 years, whereas for the control group the average age for the first offense was 22.0 years, a difference statistically significant below the .01 level.

Offense Record

The biggest difference between the two groups was in the number of total prior offenses. The experimental group averaged 6.7 prior offenses and the control group only 3.0. This is a significant difference far below the .01 level.

Individuals in the experimental group averaged a greater number of offenses per person as an adult than did the control group. The average number of offenses committed by the experimental group was 4.5 offenses per person, whereas the average for the control group was only 2.6 offenses per person. This difference was statistically significant below the .01 level.

As well as committing a greater number of offenses per person, individuals in the experimental group more often committed felony offenses. The average number of adult felonies committed by the experimental group was 2.59 whereas for the control group it was 1.98 felonies per person. This difference was also statistically significant below the .01 level.

In addition, only 7.2 percent of the experimental group had only one prior criminal offense, whereas 29.7 percent of the control group had only one prior offense. This is a most significant finding, both statistically (.01) and theoretically, for it substantiates the belief that the halfway house, relative to parole, serves a disproportionate number of recidivistic offenders.

Examination of the type of offense committed by both groups indicates (Table 17) no significant difference in the proportion of offenders committing personal or property crimes. However, the halfway houses service many more clients who have committed victimless crimes. This is most probably a direct correlation of the excessive number of drug-problem offenders the houses service in relation to regular parole. Although victimless crime offenders are often thought of as not being dangerous or violent, they are a difficult group to work with and often have high recidivism rates.

TABLE 17
TYPE OF OFFENSE

Type of Offense	Halfway House Experimental Group	Control Group	Statistical Significance (z)
Personal	11.9% (28)	12.9% (52)	.71
Property	79.2 (187)	82.7 (334)	.28
Victimless	8.9 (21)	4.5 (18)	.02*
Total	100.0% (236)	100.0% (404)	*Significant

Arrest Frequency

A ratio designed to indicate the overall frequency of criminal activity was computed for the experimental and control group. The computed "arrest frequency" was based on the number of total offenses over the period of time from the first to the last offense. Although this ratio is not descriptive of the arrests of the group, it does allow a comparative statistic to determine how firmly entrenched in criminal behavior the individuals are. The arrest frequency for the halfway house experimental group was one arrest every 6.9 years, while the control group had an arrest only every 13.9 years. The average individual in the experimental group had been arrested more than twice as frequently as an individual in the control group, however there was not a significant difference in the two ratios (.26).

History of Incarceration

Since individuals in the experimental group had more extensive criminal records than the control group, it is to be expected that they would have been incarcerated more frequently. The experimental group,

on the average, had been incarcerated 3.04 times, whereas for the control group the average was 2.39. This finding is statistically significant below the .01 level of significance.

Although the experimental group had been incarcerated more frequently than the control group, the actual time served by the two groups is almost identical. The experimental group spent an average of 20.1 percent of their lives in an incarcerated state, compared to 20.5 percent for the control group.

There is also no significant difference between the length of incarceration for the last offense. The average time served by both groups for the last offense was 1.6 years.

Employment History

In an attempt to quantify prior work records, the employment history of each individual was examined. For the period of time individuals were not incarcerated, the percentage of time employed was computed. Findings show individuals in the control group had longer and more consistent employment histories. Individuals in the experimental group had worked an average of 17.1 percent of their non-incarcerated lives, whereas the control group had worked an average of 35.4 percent of their lives. (This figure does not include work done while in prison.) The difference in employment records between the two groups is statistically significant at below the .01 level of significance.

In addition, the length of the longest job held by individuals was examined. Of the halfway house group, 61.3 percent never held a job over one year; 59.1 percent of the control group held no job longer than a year. Only 24.2 percent of the halfway house group and 28.5 percent of the

control group kept the same job longer than two years. However, neither of these differences are statistically significant.

Alcohol and Drug Use

Tables 18 and 19 show that percentage of individuals in both the control and experimental groups which have been judged as having either an alcohol or drug problem. A "problem" is more than just occasional use, and was determined by cross-validation of a number of records: the arrest sheet, psychological reports, parole and probation officer reports, and past criminal history. As is evidenced by the data in Table 18, 33.2 percent of the persons in the halfway house experimental group have an alcohol problem, compared to 32.2 percent of the control group, indicating no significant difference. It should be pointed out that the only residents included in this sample from Fresh Start (a house for alcoholics) are those under supervision of a criminal justice agency. Table 19 shows that 21.3 percent of the experimental sample have drug problems, compared to only 11.6 percent of the control group. This is a significant difference and indicates the halfway houses serve a higher percentage of drug-problemed offenders.

TABLE 18
ALCOHOL PROBLEMS

	Halfway House Experimental Group	Control Group	Statistical Significance (z)
No	66.8% (157)	67.8% (274)	.73
Yes	33.2 (78)	32.2 (13)	
Total	100.0% (236)	100.0% (404)	Not Significant

TABLE 19

DRUG PROBLEMS

	Halfway House Experimental Group	Control Group	Statistical Significance (z)
No	78.7% (185)	88.4% (357)	.01
Yes	21.3 (50)	11.6 (47)	
Total	100.0% (236)	100.0% (404)	Significant

Summary

An examination of Table 20 illustrates the characteristics in which the two groups differ significantly. Using a .05 level of significance for acceptance of a significant difference, the two groups are found to differ in several categories. Halfway House clients (compared to the control group) are more often Black; are more likely to have a juvenile record; were younger at the time of their first offense; have more total offenses, adult offenses, and felony offenses; have a higher percentage of recidivists; are more often victimless offenders; have been incarcerated more times; have a less consistent work record; and are more likely to have a drug problem.

Most correctional experts would determine that halfway houses service a more difficult clientele than those assigned to regular parole. This is, of course, as it should be. Halfway houses are most appropriate for those marginal offenders who are too difficult for regular parole or probation supervision, and may not have received parole, probation, furlough, or early release unless they could utilize the services of a halfway house.

TABLE 20

DIFFERENCES BETWEEN EXPERIMENTAL AND CONTROL GROUPS

	Statistical Significance (z)	
<u>Demographic Data:</u>		
Sex	.08	Not Significant
Age	.08	Not Significant
Race	.05	Significant
Marital Status	.07	Not Significant
Intelligence Quotients (I.Q.)	.07	Not Significant
Educational Attainment	.56	Not Significant
<u>Criminal Record:</u>		
Juvenile Delinquency	.01	Significant
Age of First Offense	.01	Significant
Total Offenses	.01	Significant
Adult Offenses	.01	Significant
Felony Offenses	.01	Significant
Prior Offenses	.01	Significant
<u>Type of Offense:</u>		
Personal	.71	Not Significant
Property	.28	Not Significant
Victimless	.02	Significant
Arrest Frequency	.26	Not Significant
Times Incarcerated	.01	Significant
Percentage of Life Incarcerated	.74	Not Significant
Length of Last Incarceration	.99	Not Significant
<u>Employment History:</u>		
Percentage of Life Worked	.01	Significant
Longest Job Held	.60	Not Significant
Alcohol Problem	.73	Not Significant
Drug Problem	.01	Significant

CHAPTER VI

NEEDS OF HALFWAY HOUSE RESIDENTS

To deter individuals from crime through the use of community-based facilities, these facilities must fulfill resident needs and assist in the development of alternative patterns to criminal behavior. This section examines the needs which halfway houses attempt to fulfill, and the extent to which they succeed, as measured by the residents' perceptions.

Cohen, et al., in a recent study of community-based correctional needs in Massachusetts, described and identified eleven need areas of an ex-offender.¹ These needs are occupational training and placement, educational, financial, counseling, social-recreational, family relationships, living arrangements, alcohol control, drug control, medical, and legal. Cohen hypothesized that unmet needs are related to return to prison and that providing these services will lower the return rate. This section examines the needs of Ohio halfway house residents in relation to Cohen's categories and the possible effect of providing or not providing these needs on resident behavior.

Living Arrangements

Shelter is among the most basic of all needs. When an offender is incarcerated, the state becomes the offender's provider of shelter. It has often been observed that readjustment to the community during the transitional period following release is greatly inhibited by the fact that the individual is unable to provide himself with necessities (such as a place to live), and is thus drawn back into criminal activities. Concern for this problem has prompted the development of halfway houses in which ex-offenders could receive food and shelter.

While less formidable than a penitentiary, the living arrangements of a halfway house provoke a variety of impressions and feelings among residents. In the Ohio study, residents were asked about their first thoughts and feelings about the house upon arrival; 47.8 percent (N=182) replied that "it might not be too bad to live here," and 28.6 percent responded that "they were glad to have a place to live." On the other hand, 6.6 percent expressed that they "disliked it immediately," while 3.3 percent responded that they were "afraid of the residents and of the neighborhood," and an equal percentage (3.3 percent) thought it "was just like a prison." When asked what they felt about the house after living there for a time, 46.2 percent replied that they liked living there and 23.6 percent responded that it was better than any place they might otherwise be. Seventy-one percent replied that they live there because they are forced to; and 17.6 percent stated that they did not like living there.

Provision of "shelter" was the most frequently cited reason by residents for "liking" living in the house. Nearly 58 percent of the sample responded that the "house is the best place for them at this time, until they can get things together." The second most frequent response (54.9 percent of the sample) was: "I have a place to sleep and food to eat until I can find a job and a home." Reasons for liking the house are listed in Table 21 in order of their frequency of response.

Residents in the study were further asked what they disliked about the house. Those reasons are listed in Table 22, again in the order of most frequently to least frequently mentioned.

These findings suggest strongly that the house does satisfactorily fulfill the need for food and shelter without the negative aspects of the institution. For the most part, the residents perceived the staff as being

CONTINUED

1 OF 3

While less formidable than a penitentiary, the living arrangements of a halfway house provoke a variety of impressions and feelings among residents. In the Ohio study, residents were asked about their first thoughts and feelings about the house upon arrival; 47.8 percent (N=182) replied that "it might not be too bad to live here," and 28.6 percent responded that "they were glad to have a place to live." On the other hand, 6.6 percent expressed that they "disliked it immediately," while 3.3 percent responded that they were "afraid of the residents and of the neighborhood," and an equal percentage (3.3 percent) thought it "was just like a prison." When asked what they felt about the house after living there for a time, 46.2 percent replied that they liked living there and 23.6 percent responded that it was better than any place they might otherwise be. Seventeen percent replied that they live there because they are forced to; and 17.6 percent stated that they did not like living there.

Provision of "shelter" was the most frequently cited reason by residents for "liking" living in the house. Nearly 58 percent of the sample responded that the "house is the best place for them at this time, until they can get things together." The second most frequent response (54.9 percent of the sample) was: "I have a place to sleep and food to eat until I can find a job and a home." Reasons for liking the house are listed in Table 21 in order of their frequency of response.

Residents in the study were further asked what they disliked about the house. Those reasons are listed in Table 22, again in the order of most frequently to least frequently mentioned.

These findings suggest strongly that the house does satisfactorily fulfill the need for food and shelter without the negative aspects of the institution. For the most part, the residents perceived the staff as being

TABLE 21
REASONS FOR LIKING THE HOUSE

Reason	Percentage of Sample Responding (N=182)*
This is the best place for me at the time	57.7
I have a place to stay and food to eat	54.9
The staff is interested in helping me	54.9
I am treated like an adult	44.5
I learn a lot from the talks with staff	41.8
There is a feeling of cooperation for everyone by the staff and residents	40.1
I can get help in looking for a job	40.1
Other residents help me with my problems	29.1
I learn a lot from my group meetings	26.9
I get help in getting used to being in the community	26.4
There are a lot of interested volunteers to help	17.6
I like the neighborhood	13.2

*Multiple responses were possible.

TABLE 22
REASONS FOR DISLIKING THE HOUSE

Reason	Percentage of Sample Responding (N=182)*
I want more privacy	34.6
The rules are too strict	29.1
I dislike the neighborhood	26.9
I can make my own placement plan	26.9
There is too much supervision/It's just like an institution	26.9
House meetings and treatment programs don't help me	19.2
There is no treatment program and too much idle time	16.5
I don't get any help from the staff	9.9
The staff doesn't care about me	8.2
The house is dirty	6.0
There are personality conflicts among the residents	3.8
There is differential treatment among the residents	2.2
The atmosphere is too religious	1.6

*Multiple responses were possible.

helpful and concerned. However, the data reveal one abridgement of a personal need, and that is the need for privacy--a point worthy of serious consideration.

Social-Recreational Needs

Cohen identifies two types of problems in the area of social-recreational needs. The first is the need for the men to avoid anti-social influences, that is "friends, neighbors, and family who seemed to represent pressures toward further illegal involvements." The second problem involves "a serious lack of opportunities for relationships and for recreational resources."²

In the Ohio study, 21.4 percent of the sample (N=182) expressed a need to "be able to meet people easier." Interviews with the halfway house staffs revealed that they felt that 12.6 percent of the residents suffered from social inadequacies, that is, the inability to interact or make friends with people. The staff also felt that 11 percent of the sample needed a more socially acceptable group of friends. In 4.4 percent of the cases, the staff felt that it would be expedient to encourage the resident to sever his ties with former peers and family members.

On the one hand, the ex-offender is perceived to need supportive, caring relationships while on the other hand, he is, in some cases, encouraged to sever ties with former peers and family members. However, these ties can only be severed if other "more desirable" relationships are able to be formed. Without any relationships, the ex-offender is faced with feelings of loneliness and anomia. The few staff members, who must divide their attention among the many halfway house members, often cannot fill this void.

Fellow residents often become a source of friendship and understanding. In the Ohio study, 61 percent of those residents interviewed (N=182) responded that they felt that living and interacting with other residents was helpful. The advantage most cited was that since everyone has the same problems, they could all work together towards the same solutions (52.7 percent). In fact, their common experience provided a basis for friendship shown by the finding that 46.7 percent responded affirmatively to the statement "I can easily make friends since we all have been in trouble." Eight percent of the sample, however, expressed that they did not like associating with ex-offenders. Nearly 16 percent claimed that they did not wish to be a part of fellow residents' problems.

These findings illustrate the importance of assisting ex-offenders in developing the ability to interact socially and make friends outside of the offender core. Some residents have expressed the opinion that houses do not have enough social-recreational programs with groups external to the house. Although these programs are often difficult to design and can cause administrative problems, it is recommended that house staff increase their efforts to develop social programs in which residents have an opportunity to interact with non-offenders.

Employment

Employment is perceived by correctional practitioners and experts to be of high priority on the list of an ex-offender's needs. Daniel Glaser, in his extensive study of the prison system, concluded that recidivism rates of adult male offenders vary inversely with their post-release employment.³

In the Ohio study, 37.9 percent of those residents interviewed (N=182) expressed a need to find a good job. Ex-offenders usually pose difficult employment problems, and when employed, often have jobs of a menial, unskilled, and low-paying nature which provide neither material satisfaction nor stimulation. In light of the history of poor employment of ex-offenders, more attention needs to be focused on vocational training and vocational planning rather than immediate job procurement. In order to make employment more fulfilling economically and in terms of self-esteem and self-worth, the offender will need to be given the opportunity to learn skills which will allow him to procure jobs other than those of a menial, unskilled nature. As detailed in the chapter on employment in Volume II of this report, halfway houses do allow offenders the opportunity to develop vocational skills, without the need to procure immediate employment.

Financial Needs

Most ex-offenders, when released from a correctional institution, have resources inadequate to support themselves until they can retain satisfactory employment. The halfway house therefore reduces if not eliminates the need for either a large amount of savings or an immediate job. Since residents are allowed to do work at the house as payment for room and board, they are able to wait and to find a better job or perhaps become involved in a vocational program without immediate financial worry.

Hierarchy of Residents' Needs

The following is a listing of how Ohio halfway house residents rank Cohen's categories of needs in terms of the importance to their own adjustment.

1. Vocational
2. Counseling
3. Alcohol control
4. Family relationships
5. Educational
6. Financial
7. Social-recreational
8. Drug control
9. Living arrangements
10. Medical
11. Legal

The above listing is a result of the average importance of needs of several residents. There are, of course, wide variances in the order of needs from one individual to the next. However, this listing can be used for community correctional program planning as it represents those services which will benefit the greatest number of clients. It is apparent that the released offender has many unmet needs. What is important is to examine the needs of residents with the ability of halfway houses to provide for these needs.

The halfway house is an appropriate setting for allowing an ex-offender to develop vocational skills. As is discussed in the following chapter, the halfway house offers intensive counseling which is not possible with regular parole supervision. Alcohol control can also be better dealt with in an intensive assistance environment.

All of these listed needs should be concentrated on by halfway house staff. From the low ranking of basic needs as living arrangements and medical services, it is apparent that halfway house clientele see the need for assistance with social service problems.

The halfway houses need to be aware of these individual needs and develop programs that match the needs of their clients. It could be appropriate to have house staff sit down with a new resident to discuss his needs and possible programs that can be beneficial to the fulfillment of such needs.

Notes from Chapter VI

1. Murray Cohen, Project Director, "A Study of Community Based Needs in Massachusetts," June 1972.
2. Ibid.
3. Daniel Glaser, The Effectiveness of a Prison and Parole System (Indianapolis: Bobbs-Merrill Company, Inc., 1969).

CHAPTER VII

HALFWAY HOUSE TREATMENT PROGRAMS

An examination of the halfway houses in Ohio indicates a diversity of treatment programs, since the type of treatment programs implemented are usually a reflection of the philosophies of the house director. Even within the houses, treatment programs vary when implemented by different members of the staff. This, however, is not unique to Ohio houses. The ambiguity and individuality of treatment often cause difficulty in achieving an exact definition of programs. As one report dealing with treatment programs in halfway houses points out: "It becomes apparent that each particular program is practically an entity in itself, arrived at by people willing to experiment in a field where total confusion and ambiguity reign regarding concept and theory."¹

Since this lack of consistency between the treatment programs, as well as the differing implementation of such techniques, makes generalizations concerning the data particularly difficult, the following analysis will be descriptive in nature. Hopefully, this will allow both existing and future halfway houses to benefit by comprehending presently used techniques and the resident/staff response to such techniques.

The treatment modalities to be examined include group meetings, individual counseling, counseling by outside professionals (i.e., psychiatric counseling), counseling by other residents, counseling by non-resident ex-offenders, volunteer programs, and milieu. A description of each treatment modality as used by the halfway house was compiled from statements made by staff members during the survey period. While these descriptions might differ considerably from what more formal definitions of types of treatment would include, the treatment as described by the halfway house

staff is most probably the actual procedure being implemented, and is therefore the concern of this evaluation.

Table 23 illustrates the staff perceptions of the importance of the treatment programs under consideration. Staff rank one-to-one counseling as most important, followed in order of importance, bu milieu, group meetings, counseling by former offenders, counseling by other residents, and counseling by outside professionals.

One-to-One Counseling

One-to-one or individual counseling is the treatment most frequently utilized by the halfway houses in Ohio. All of the houses in the study indicated staff provide individual counseling to residents in their respective houses. Even Vander Meulen House, which at the time of the study had no formal treatment program, mentioned that private talks between staff and residents were common.

House directors and staff were asked to describe the counseling sessions and to define their purpose. Residents were asked how often they participated in such counseling sessions, their opinion of the counseling received, and suggestions they would make for improving the sessions. Responses to these questions indicate the diversity of application of the same treatment modality among houses.

Purpose of Individual Counseling

According to staff members, the most important reason for conducting individual counseling sessions is to develop a relationship of trust and understanding between the resident and house staff. A cooperative, working relationship will then hopefully develop in which the resident will gain

TABLE 23
STAFF RANKING OF IMPORTANCE OF TREATMENT MODALITIES

	Alvis House	Bridge House	Denton House	Fellow-ship House	Fresh Start House	Helping Hand	Talbert McMillan	Talbert Wesley	Talbert for Women	Vander Meulen	Overall Rank
One-to-One Counseling	1	3	1	1	1	NI	1	3	1	2	1
Milieu	3	1	3	3	NA	NI	2	NA	2	3	2
Group Meetings	3	2	3	2	2	NI	4	2	4	1	3
Counseling by Former Offenders	2	6	NA	3	3	NI	2	1	4	NA	4
Counseling by Other Residents	5	4	5	3	5	NI	6	NA	NA	NA	5
Counseling by Outside the House Professionals	6	5	2	6	4	NI	5	4	3	NA	6

NA=Not Applicable
NI=No Information Available

new insight into his own problems. The resident and staff member try through mutual discussion to define the resident's particular problem area, and together attempt to reach a realistic solution to his problems. The success of individual counseling relies heavily on the empathetic relationship that is to be developed between the staff and resident.

Staff members are often called upon to offer family, vocational, financial and legal guidance, and some houses have particular members of their staff trained to counsel in these specific problem areas. This specialization of staff not only includes counseling familiarity within a specific area, but also knowledge of the availability of services that can be useful in assisting with problems. Thus, when an individual with a particular problem becomes a resident of the house, he is "matched" with the counselor best equipped to deal with his problem.

Not only does one-to-one counseling facilitate trust between residents and staff, but there are additional tertiary benefits that are also derived. For example, counseling sessions provide an opportunity for a resident to expunge his negative and reveal his positive feelings about the house program.

Individual sessions can also act as a catalyst that compliments both the group meetings and the overall milieu of the house. Often times, a group session ends in the middle of an important treatment segment, or during a heated debate before the issue has been solved or a point made. Individual counseling can then be used to continue the attempted therapy to an individual who might have left the group session without understanding its purpose.

Individual counseling also enables those individuals who do not feel comfortable participating in a large group to speak freely about their

problems to a counselor. Without the aid of the one-to-one counseling interaction, staff indicated that many of the residents would continue to maintain a suspicious and often hostile attitude toward staff members.

Variations of Counseling

"One-to-one" or "individual" counseling varies considerably in format, length of the sessions, counselors, and topics of discussion. In some of the houses the sessions are scheduled each week, and are formal in their format. For example, at Denton House, one-to-one counseling involves a minimum of two half-hour sessions scheduled for each resident on a weekly basis. Other houses use a combination of scheduled and unscheduled informal counseling sessions. There is generally an initial formal counseling session with each resident upon their arrival at the house. However, further counseling takes place on an unscheduled, informal basis, usually when initiated by the resident. Other houses indicated that they provide individual counseling on an informal basis. For instance, at Vander Meulen House there are no formal counseling sessions, but private informal talks between staff and residents are stated as an important part of their program and can be construed as a type of individual counseling.

The Bridge, Talbert McMillan, and Talbert for Women stated that not only do they have formal counseling sessions, but that staff are available for individual counseling with residents at any time of the day. Our observation is that all houses have staff available during the day if special counseling is needed. Many houses also employ night counselors so that their houses would have counseling services available to the residents 24 hours a day. There is often a need for staff to be available for what is referred to as "crisis counseling," and this mandates having a staff

member available at all times in order that a resident will be able to discuss and immediately confront any problem which may arise. The primary purpose of crisis counseling is to handle a problem immediately before it has a chance to escalate and become too serious for the resident to resolve.

The staff member responsible for conducting the counseling sessions also varies among the houses. Generally, the director and assistance director of each house are actively involved in the counseling. However, in a few of the larger houses, the director does not have the time to become personally involved in the treatment program of his house. Overall, most directors are involved to some extent. When residents were asked which members of the staff was most helpful to them while at the house, 46.2 percent specified the director. However, when the responses were analyzed by individual houses, the smaller houses were more likely to have a higher percentage of residents regarding the director as the individual providing the most assistance. This is usually consistent with the number of hours the director is able to devote to individual counseling.

Importance of Individual Counseling

The possibilities of efficacious individual counseling were recognized by both the staff and resident populations. The majority of interviewed staff felt that one-to-one counseling was the most important treatment modality offered to residents in the house. The only exceptions to this were Vander Meulen House, which ranked it second in importance to their residents, and The Bridge and Talbert Wesley, both of which ranked it third in importance.

Residents overwhelmingly agreed with the priority staff placed on individual counseling, and ranked it as the best method of treatment offered by their house. One-to-one counseling was ranked by more residents as being "very good" than was any of the other suggested treatment modalities. As can be seen in Table 24, 58 percent of respondents felt individual counseling was "very good" and 34 percent felt it was "somewhat good." Only 8 percent of all respondents felt individual counseling was "not good at all." There were, however, some houses where large percentages of residents did not reply to the ranking, since they stated they had not received any individual counseling.

Another positive indication of residents' feelings toward individual counseling was the fact that 41.8 percent of the almost 70 percent of the population who indicated they liked living in the house, said they felt this way because they "liked the talks that staff and I have." Only in Alvis House did staff rank individual counseling as the most important form of treatment to their residents, while the majority of the residents did not recognize that one-to-one counseling as a treatment technique offered by the house.

One might suggest that the resident size of Alvis House may prohibit implementation of individual counseling to the extent the staff desire. Alvis House had the largest resident population of any of the halfway houses during the three month sample period and was undergoing major staff changes at that time. It should also be noted that Alvis House prefers to conduct individual counseling on an unscheduled and informal basis, so as not to raise the level of anxiety of the resident reporting for an individual counseling session. Plausible hypotheses derived from this data would be that the larger the population of a halfway houses, the less one-to-one

TABLE 24

RESIDENTS' OPINIONS OF ONE-TO-ONE COUNSELING

Name of House	Staff Ranking of Importance	Resident Opinion			Number of Residents Answering Question
		Very Good	Somewhat Good	Not Good At All	
Alvis	1	42%	58%	0%	12
Bridge	3	38%	50%	12%	8
Denton	1	56%	32%	12%	25
Fellowship	1	67%	33%	0%	9
Fresh Start	1	90%	10%	0%	20
Helping Hand	NI	67%	16%	16%	12
Talbert McMillan	1	33%	67%	0%	9
Talbert Wesley	3	27%	60%	13%	15
Talbert for Women	1	79%	14%	7%	14
Vander Meulen	2	67%	16%	16%	6
Total	1	58% (76)	34% (44)	8% (10)	130

NI=No Information Available

counseling will be implemented, and the more group meetings, counseling by other residents and former offenders will be utilized to supplement a house treatment program.

One example of a smaller halfway house (N=15) which places considerable emphasis on individual counseling is Talbert House for Women. House staff members, as well as other administrative staff in the Talbert House organization, have attended workshops designed to aid them in becoming more proficient at counseling criminal offenders on an individual basis. All of the staff at Talbert House for Women felt that individual counseling was the most important treatment offered to residents. In turn, the residents also perceived individual counseling as desirable to them and their rehabilitative efforts. Residents overwhelmingly (79 percent) felt that the individual counseling they had received while they were at the house was "very good."

Recommendations

The only consistent complaint voiced by residents concerning one-to-one counseling was the fact that they did not receive what they felt was enough individual counseling while at the house. It appears that the situation currently existing in the majority of the houses is one in which individual counseling is provided; however, an attempt is made to keep it on an informal and unscheduled basis. Staff state that scheduled counseling sessions may cause anxiety, and residents often have tendencies to miss such sessions. However, scheduled counseling sessions may contain more positive than negative aspects.

Responses from residents indicate that it has been impossible for the staff to counsel all residents in this unscheduled, almost sporadic manner.

In several of the houses, residents' responses indicate they had never received individual counseling. Because of the high priority that both staff and residents expressed concerning the counseling sessions, and the potential these sessions hold for both the individual's rehabilitation and the total house milieu, it is felt a more extensive effort should be made to develop a scheduled and continuous method of individual counseling.

The initial counseling session when the resident first arrives at the house should be continued at those houses which use it, and expanded to those facilities which do not yet use it. This initial session should be used not only to inform residents of the rules and regulations of the house, but also as a session where both the counselor and resident can discuss his abilities, employment needs, and other transitional problems, for a two-fold purpose. First, the staff will have a documented understanding of the resident's needs. Second, this will allow a structured approach toward the goal of rehabilitation. Too many residents have no objectives and desperately need goals to work for. The staff must then make a concerted effort to follow up these initial sessions with subsequent counseling to discuss the resident's progress toward obtaining the stated goals. Many residents stated they had too little contact with staff members and that they received little worthwhile treatment while at the house. It appears that the only treatment modality regarded by both resident and staff as totally worthwhile--the individual counseling sessions--deserves the concerted efforts of staff members in an attempt to see that this service is expanded in their facility.

It may not be possible for a full time staff member to counsel each resident on a weekly basis. The house may then need to seek assistance in counseling by using volunteers, other residents, professionals, and

ex-offenders. The use of these groups in house programs are discussed in following sections of this chapter.

Halfway House Milieu

Criminologists have recently suggested that perhaps the reason various counseling sessions, training programs, and group meetings have failed to reduce recidivism is not that these methods are ineffective per se, but that the environment in which they have been applied is sufficiently unwholesome to undo any positive effects which these programs may have brought about. Robert Martinson recently wrote: "Isn't a truly successful rehabilitation institution the one where the inmate's whole environment is directed toward true correction rather than towards custody and punishment?"²

This statement seems to have been accepted by many of Ohio's halfway houses. Staff have embodied into house treatment programs what is popularly referred to as "milieu therapy." Milieu therapy is designed to make every element of the resident's environment a part of his treatment; to reduce the distinctions between the administrative staff and the treatment staff; to create a supportive, non-authoritarian, and non-regimented atmosphere; and to enlist peer influence in the formation of constructive values.

Milieu therapy is used in differing degrees in the various halfway houses. Houses differ, for example, in the degree of "supportiveness" or "permissiveness" with the resident, the extent the milieu is emphasized in itself or combined with other treatment modalities, and the completeness by which the house is able to or desires to control all relevant aspects of the environment (such as peer group associations).

Staff also differ in regard to efforts made to facilitate the house milieu. Several staff indicate they simply let the milieu of the house develop naturally, whereas other staff actively seek ways to aid the milieu develop both quickly and with certainty.

The milieu of a halfway houses is not an obvious treatment modality designed to exert drastic changes on an individual, but is it hoped that by creating a homelike atmosphere of mutual trust among residents and staff, a positive attitude in all residents will result. Although residents may not be aware of the subtle treatment effects of milieu therapy, opinions expressed by residents have been examined to identify what effects the group living situation has in producing an overall positive outlook for the residents.

The milieu may be influenced by several factors: the physical structure and setting of the house; the population composition and size; the ratio of staff to residents; and the type of communication existing between staff and residents. To develop a physical structure and setting conducive to rehabilitation, many staff members take into account factors which would make their facilities more amenable to a positive milieu situation. A counselor at the Bridge related that an older house was purposely chosen so that residents would "feel more comfortable with each other and staff members." Likewise, the furnishings in most houses tend to be average and non-pretentious. The feeling by many staff members was that a new house with new furnishings may make the residents feel overly self-conscious and uncomfortable, impeding staff ability to assist residents in the rehabilitative process.

Several directors, in an effort to create a situation of positive milieu in their houses, indicated implementing program policies which

would encourage the development of a home-like environment for a pseudo-family experience. For example, one director said they had begun to serve meals in the house rather than in a local cafeteria in the hopes that dinner time at the houses would become analogous to the nuclear family setting, and would serve as a time for discussion of the day's experiences. Other directors said they purposely assigned household tasks to all residents to allow for a division of labor and the designation of a particular role and function for each resident. By assuming a unique responsibility, it is felt that the resident will feel he is performing an integral role in the functioning and success of the house, and hopefully will become more committed to the house's rehabilitative efforts. A number of the staff mentioned trying to encourage a more cooperative working relationship among residents by planning leisure and recreational activities.

Another method house directors frequently used to influence the milieu was to control the composition of the house population, including the number and types of residents in relation to the number of staff members to insure that an atmosphere would exist where the milieu was able to develop. A counselor at Fellowship House told interviewers they liked to keep their population at about 10 or 12 residents of similar ages to facilitate an effective milieu situation.

The ratio of staff to residents must also be considered as an important variable for effective milieu. It seems reasonable to hypothesize that the greater the number of staff, the more individualized attention each resident will receive, and hence the more satisfying the living experience and personal adjustment.

Perhaps the most influential factor in establishing a therapeutic milieu environment is the existence of a working, cooperative relationship between staff and residents. Of all house residents surveyed, over 40 percent indicated they liked living in the house because there was a "feeling of cooperation for everyone's good" by the staff and residents in their houses.

In addition, an overwhelming majority of residents indicated they felt they had been involved in what they would consider a successful and helpful interaction between themselves and staff members. It is doubtful that a positive milieu situation could exist without the residents' holding the opinion that there was open interaction between staff and residents, as well as among residents themselves.

Staff Opinions of Milieu

The majority of staff interviewed indicated that the milieu existing in their respective houses was considered by them to be an important form of treatment for their residents. Only Alvis House staff ranked milieu as the least important form of treatment offered to their resident population. Alvis House has an extremely large and transient resident population, making it extremely difficult to establish a positive milieu within the house.

Residents' Opinions of Milieu

Milieu is a somewhat non-quantifiable and intangible treatment modality, not easily recognized by the residents. However, a number of questions in the resident interview were designed to indirectly address different aspects of the house "atmosphere," in the hopes that this would give an indication of the house milieu. Overall analysis of responses

indicate the majority of halfway house residents feel there is a positive milieu existing in their respective houses.

Residents were asked whether they liked living in the halfway house. Overall, 68 percent responded that they did like living in the house. Reasons for positive responses of this group are included in Table 25. However, 32 percent of residents did not like living in the house. Reasons for those who responded negatively are included in Table 26.

Sixty-one percent of the residents felt that living in the house with other offenders had been beneficial to them. Specific cited reasons as to why this group of residents felt living with other offenders was helpful are contained in Table 27.

TABLE 25
REASONS FOR LIKING LIVING IN THE HALFWAY HOUSES

Reason	Percentage Indicating Reason*
This is the best place for me at this time, until I can get things together.	67
The staff are interested in helping me.	64
I have a place to sleep and food to eat until I can find a job and home.	64
I am treated like an adult.	51
I learn alot from the talks that staff and I have.	49
I get help in looking for a job.	47
There is a feeling of cooperation for everyone's good by the staff and residents.	47
Other residents help me with my problems	33
I learn alot from my group meetings.	31
I get help in getting used to being in the community.	30
There are alot of interested volunteers who help me.	20
I like this neighborhood.	15
I like the facilities (low rent, meals, recreational equipment).	1
I like the privacy.	1

*Multiple responses were possible.

TABLE 26
REASONS FOR DISLIKING LIVING IN THE HALFWAY HOUSE

Reason	Percentage Indicating Reason*
I want more privacy.	52
Rules are too strict.	43
I can make my own placement plan and it would be an improvement over this.	40
I dislike this neighborhood.	40
There is too much supervision, this is just like an institution.	40
House meetings and treatment programs don't help me.	29
There is no treatment program and there is too much idle time.	25
I don't get any help from the staff.	15
The staff don't care about me.	12
The house is dirty.	9
There are personality conflicts among the residents.	5
There is differential treatment among the residents.	3
The atmosphere is too religious.	2

*Multiple responses were possible.

TABLE 27
ADVANTAGES OF LIVING WITH OTHER OFFENDERS

Advantage	Percentage Indicating Advantage*
They have the same problems I do and we can all work for the same solutions.	65
I can easily make friends since we all have been in trouble.	58
I learn from their mistakes.	55
I am able to study and learn about people from them.	6
It teaches patience and tolerance for other people in general.	4

*Multiple responses were possible.

Approximately 30 percent of the surveyed resident population stated they did not like living in a situation with other offenders. Since these residents will find it difficult to become involved in a therapeutic

milieu, their reasons for disliking living with other residents were explored and are illustrated in Table 28.

Residents were even more positive in their feelings that living in the house and interacting with staff had been helpful to them. In almost 75 percent of the cases, residents indicated their interaction with members of the house staff had in some way proven helpful to them. The following Table 29 contains the residents' responses as to why they feel interacting with house staff had been helpful.

TABLE 28
DISADVANTAGES OF LIVING WITH OTHER OFFENDERS

Disadvantage	Percentage Indicating Disadvantage*
They steal my things.	39
I don't want to be involved in their problems.	34
They make too much noise.	30
There is no privacy.	27
I dislike associating with ex-offenders.	17
They argue or pick fights with me and other residents.	13
They discriminate against me.	9
Other offenders complain about the House all of the time.	7

*Multiple responses were possible.

TABLE 29
POSITIVE RESPONSES FOR RESIDENT INTERACTION WITH STAFF

Response	Percentage Indicating Response*
They care about my problems.	80
You know they are there if you need them.	63
They convey a good message about the proper way to live.	50
What I need is someone like this to prod me occasionally.	35

*Multiple responses were possible.

Recommendations

It is obvious from staff and resident interviews that staff have put forth an effort to develop a therapeutic milieu and that a majority of residents have positive feelings about the house environment. Sixty-eight percent liked living in the house, 61 percent felt that living with other ex-offenders was helpful to them, and 75 percent indicated that staff interaction had been beneficial.

There is, however, a not inconsiderable group that do not like living in the house for various reasons. It is recommended that their reasons for disliking the living situation be considered, and steps be taken to eliminate some of the reasons. Having approximately one-third of the resident population unhappy about the living environment may be detrimental to other resident's attitudes, and therefore it is important that the necessary changes be made.

Group Meetings

Purpose of Group Meetings

The value which staff members attached to the group meeting revolves around the wide acceptance of the efficacious possibilities which group interaction might have for resident rehabilitation. It is hoped that through the resident's participation in such sessions, he will realize that other residents have problems similar to his own, and that these problems may be solved or at least made less formidable through group cooperation.

Keller and Alper have written:

A side effect to this interaction is that the resident becomes aware that other individuals are interested in helping him. As he, in his turn attempts to assist other residents, he will hopefully gain confidence and self-respect, and will begin, usually hesitantly at first, to behave in a helpful, rather

than hurtful fashion. As he is struggling against his own negative behavior, he will find himself receiving not only staff approval, but also, and far more important, the approval of those whose opinions matter most to him, his peers.³

Therefore, the primary purpose of group meetings is to get the resident to face his problems realistically and resolve them either by himself or with the assistance of other residents. Halfway house staff also emphasize preparing residents to face and resolve problems in the community after they leave the house.

Description of Group Meetings

Weekly group, coupled with individual, counseling sessions were the most characteristic form of treatment employed by the Ohio halfway houses. Group counseling sessions varied among houses as to the format, number of individuals involved, sessions per week, and length of sessions, as well as topics discussed in the meetings. Generally, the group meeting is limited to one or two sessions per week, involves all residents, and is very informal. Groups tend to be largely supportive in nature, and usually confine their discussions to such problems of immediate concern as employment, resident personality, management problems, and house rules. Residents are encouraged to speak openly about any bothersome situations; hopefully, such discussion will allow residents to release tensions by giving them a forum in which to vent their feelings of frustration and anxiety. Group meetings also serve the valuable purpose of letting staff learn about residents' perceived deficiencies of house programs. House staff feel that frequent interaction with residents will help diminish anger and frustration among residents, and thus will be a positive contribution to the overall house milieu.

Although some halfway houses have group meetings which consist of nothing more than informal rap sessions among residents or between residents and staff, other houses have implemented more sophisticated techniques, employing such variations as guided group interaction, transactional analysis, and role playing.

Variations in Group Meetings

The format of the group meeting is determined by each house's staff philosophies, and therefore tends to vary among the houses. This section explores the different variations in group techniques among houses.

The Bridge utilizes a variation of guided group interaction. This variation, developed by Mr. Thomas Peters (founder and director of Betterway, Inc.), is modeled along the lines of the methods used at Highfields.⁴ Weekly meetings are led by different residents on a rotating basis. The leader begins the session by discussing his experiences in the past few weeks, his feelings regarding these experiences, and forces that might have influenced them. This may lead to a detailed account of the leader's life history. After the leader has finished his explanation of his problems and successes, the group is invited to contribute their thoughts regarding solutions to these problems as possible alternate plans of action.

This process is followed as each resident is given the opportunity to lead the group in a discussion of his problems at some meeting. A staff counselor at the Bridge states that: "The philosophy of this method is to try to involve all of the residents in the group's discussion at one time or another. We feel that if they can successfully function within the group at the halfway house, they most probably can function in society once they leave the house."

Staff at Helping Hand Halfway House say that their meetings also encourage discussion among the residents; however, unlike the Bridge House method, Helping Hand discourages focus upon any one individual. Because of the extremely large size of the Helping Hand resident population and small numbers of staff, these meetings seem to have become more a means of disseminating information about house rules, regulations, and procedures rather than a treatment method for residents. Reverend Redding, the director of Helping Hand, emphasized the fact that the residents are not allowed to monopolize the meetings, and that at least half of the meetings are devoted to staff members who may utilize the time to discuss anything they may wish with the resident population.

Procedures utilized by Alvis House staff in their group meetings center around Glaser's "Reality Therapy." The basic objective of reality therapy is to encourage the individual to face reality and act constructively toward his own future. The group aids the individual by offering alternative points of view, and suggesting approaches the individual should take in solving these problems. Staff stated that the function of the group is to intervene between fantasy and reality by directly confronting the individual with his misperceptions. In this way it is thought that the individual will be better able to cope with himself and his behavior in relationship to the environment, and especially to the community. Rather than dwelling on problems of the past, emphasis is placed on the "here and now" problems which have an immediate effect on the resident's behavior.

Several other halfway houses indicated that their group sessions were based on what they would call "sensitivity sessions" or "encounter group principles." Talbert McMillan House staff said they attempted to "make the participant aware of himself, his innate emotions, his peer groups, and his

total psychological structure." Their primary objective is to assist the individual in realizing that his individual personality, coupled with his particular environment, equals his behavior. It is hoped that a better understanding of all three of these aspects will assist the individual in controlling his actions. One staff member stated: "The group's primary objective is to assist the person in evaluating himself in relationship to his environment and adjusting his behavior accordingly. We want the individual to learn how to work within the environment and structure of the system instead of continuing to work against it."

Denton, Fellowship, Talbert, Wesley, and Fresh Start staff also stated that their meetings were based on similar theories. They all attempt to assist the resident in defining his particular problem area and, through group suggestions, to find a way in which to work constructively towards a viable solution. The result desired of these group meetings is to instill in the individual not only the continued ability to deal with his problems, but also a positive disposition and self-esteem.

In addition to the more standard group meeting procedures, a few houses indicated that they use films and guest speakers to facilitate group discussion and interaction among the residents. For example, Fresh Start actively uses films and guest speakers, and follows these with discussions of the specific topics addressed. House staff feel this is a good technique to both encourage and emphasize group interactions and relationships, while avoiding the tension-frought conditions of an encounter session. In this sense, the group meetings may approach a more normal situation of mutual discourse stimulated from and directed toward a particular subject area. A group meeting conducted in this way allows the resident to temporarily put aside his problems and to focus rather on the general interactions

among his fellow residents. The strategy is that by relating to the group and listening to general comments made about mutual problems and interests, the resident is able to solve his personal problems indirectly, without being personally confronted with them by the group.

Resident Response to Group Meetings

As suggested by the data in Table 30, there is variation in the ranking of the importance of group meetings by staff. Although Vander Meulen has no formal treatment program at the time of this study, staff indicated that the informal group sessions at their house were the most important form of treatment for residents. Staff at The Bridge, Fellowship, Fresh Start, and Talbert Wesley ranked group meetings as second in importance, Alvis and Denton Houses ranked it third, while Talbert McMillan and Talbert for Women ranked it fourth.

Table 30 also illustrates the residents' perceptions of the quality of group meetings. Residents' responses are generally reflective of the rankings of the staff; resident perceptions of the quality of meetings are positively correlated to the ranking by staff. Overall, 34 percent of the sample perceived that their meetings were "very good," 44 percent perceived them to be "somewhat good," and 22 percent responded that their meetings were "not good at all."

An example of the correlation of resident and staff response concerning group meetings can be seen at Fresh Start. Fresh Start staff ranked their group meetings the second most important treatment offered. Fresh Start residents also responded positively; 90 percent had the opinion that group meetings were "very good."

TABLE 30
RESIDENTS' OPINIONS OF GROUP MEETINGS

Name of House	Staff Ranking of Importance	Resident Opinion			Number of Residents Answering Question
		Very Good	Somewhat Good	Not Good At All	
Alvis	3	17%	38%	45%	29
Bridge	2	12%	75%	12%	8
Denton	3	19%	56%	25%	16
Fellowship	2	20%	70%	10%	10
Fresh Start	2	90%	10%	0%	20
Helping Hand	NI	43%	30%	19%	21
Talbert McMillan	4	43%	57%	0%	7
Talbert Wesley	2	33%	59%	8%	12
Talbert for Women	4	7%	43%	50%	14
Vander Meulen	1	50%	50%	0%	6
Total	3	34% (49)	44% (63)	22% (31)	143

NI=No Information Available

This was of course by far the most positive response to group meetings. It is most probably due to two factors: (1) the conscientious effort of Fresh Start staff to conduct beneficial meetings, and (2) the fact that Fresh Start residents are a more homogeneous group in that they all have an alcohol problem. In the tradition of Alcoholics Anonymous, maximum benefit is felt to result from the discussion and support offered by fellow alcoholics in a group setting.

In comparison, at Talbert House for Women (where the staff value group meetings as fourth in importance), 74.6 percent of the women said that the meetings "were not good." This response could reflect the treatment philosophy at Talbert House for Women of de-emphasizing group counseling and group interaction and focusing rather upon establishing a one-to-one rapport through individual counseling. Staff felt that individual counseling was more conducive to personal problem solving in that the individual is not intimidated by having "to share" personal experiences with a large group of people, many of whom may be strangers. However, Talbert House for Women is attempting to establish group meetings that would better benefit residents. During the past year they have hired professional group leaders to conduct the meetings, and no staff are allowed to attend.

Data in Table 31 indicate how often residents attend group meetings. The number of group meetings held also is an indication of the staff ranking of importance in group meetings. [Eighty percent of Fresh Start residents attend group meetings three times a week.] The residents' responses, however, cannot be used as an indicator of their feelings of the meetings' importance, since most of the latter require attendance and responses may only indicate how often they are able to attend.

TABLE 31

PARTICIPATION IN GROUP MEETINGS

Name of House	None	One/ Month	Two/ Month	One/ Week	Two/ Week	Three/ Week	As Needed	Missing Data	Row Total (N)
Alvis	0.0%	3.1%	0.0%	15.6%	71.9%	0.0%	0.0%	9.4%	32
Bridge	16.7%	8.3%	0.0%	50.0%	16.7%	0.0%	0.0%	8.3%	12
Denton	3.8%	0.0%	0.0%	53.8%	0.0%	0.0%	0.0%	42.3%	26
Fellowship	10.0%	10.0%	10.0%	40.0%	30.0%	0.0%	0.0%	0.0%	10
Fresh Start	0.0%	0.0%	0.0%	10.0%	10.0%	80.0%	0.0%	0.0%	20
Helping Hand	4.3%	0.0%	0.0%	82.6%	4.3%	0.0%	0.0%	8.7%	23
Talbert McMillan	27.3%	0.0%	0.0%	54.5%	0.0%	0.0%	0.0%	18.2%	11
Talbert Wesley	12.5%	18.8%	25.0%	0.0%	31.3%	0.0%	0.0%	12.5%	16
Talbert for Women	13.3%	6.7%	0.0%	66.7%	13.3%	0.0%	0.0%	0.0%	15
Vander Meulen	17.6%	0.0%	0.0%	17.6%	5.9%	0.0%	5.9%	52.9%	17

Comments and Recommendations for Group Meetings

The previous descriptions of group meetings suggest several important areas for improvement of group meetings. Of major importance is who should attend meetings and whether there should be mandatory attendance.

It has been noted that most houses require attendance at meetings. Compulsory attendance tends to build resistance in the residents, who view the sessions with resentment and suspicion. However, forcing residents who would never freely come to meetings yet might derive benefit if they did attend, seems to justify mandatory attendance.

Resident response to group meetings indicates the highest level of attendance in those houses where residents highly rate the benefit received from meetings. Since there are always excuses available, as an inducement to attendance staff must actually rely on the development of group meetings that residents would see as beneficial. While attendance at meetings may well need to remain mandatory, resentment among residents will be lowered when they feel they are receiving a benefit.

It can be difficult to make group sessions beneficial. Of major consideration is the composition of the group. Group meetings, if they are to be used as a treatment instrument, should not be too large. Some of the houses reported as many as sixty residents attending a single group meeting. The number considered desirable for a group session varies greatly, however several studies have shown that the optimum number for a successful group meeting is around ten members.⁵ Keeping group meetings this small may be difficult for those houses with few staff and many residents. But if residents are divided into several groups meeting at different times, groups can be held to lower numbers.

It is then important to assign persons into groups for treatment reasons. As shown by the success of the Fresh Start group meetings, homogeneity is important. Assignment of persons with common problems to a group could well result in all members receiving benefit, rather than several becoming bored because the discussion is not relevant to their problems.

Another important consideration is the problem of the high turnover within groups, which disrupts the group organization and does not allow the desired interaction processes to take place. Assignments to the small groups should be made with this consideration in mind. Staff know how long certain residents will be at the house, and can sub-categorize these people for group assignments.

It may also be desirable for new residents to have special group sessions before they are assigned into a "core" group. During these sessions, staff can find out the problems of the new arrivals and how they interact in group sessions, then determine into which group the newcomers would best fit. A house orientation process could also take place to resolve questions of policy as they develop the first few weeks of residency.

Another consideration for maximizing benefit from group meetings is the level of participation of residents in the group. Descriptions of the various group procedures illustrate how some houses have total resident participation while others stifle resident participation in favor of staff prescriptions. It appears that encouraging residents to interact in the groups makes for a greater benefit for members of the group. In theory there is no established leader in group therapy, as all members interact equally. Those houses which do not encourage participation of residents may not be maximally solving problems of group members, and should consider reorganizing their group procedures to include maximum interaction.

There are, of course, several house procedural or information dissemination tasks that need to be accomplished at the houses. However, group therapy meetings should not be used for this purpose. Perhaps it would be better to have a weekly general session of all house residents for the sole purpose of discussing house rules or procedures, disseminating information, or discussing general house problems.

From this discussion of group meetings, several recommendations can be made:

1. Group meetings should be made up of small homogeneous groups where the turnover is kept to a minimum in as many groups as possible.
2. Groups should be encouraged to participate in group sessions as much as possible, rather than have staff-dominated sessions.
3. Separate general information sessions for all house residents should be added as an addition to group therapy sessions so that "house-keeping chores" can be accomplished without disrupting the group therapy sessions.

Counseling by Offenders

According to a recent report on correctional practices, there is a trend toward "increasing the employment of former inmates as regular staff members in more or less standard correctional posts (as distinct from custodial or maintenance programs) and second, their employment in the newer types of para-professional positions."⁶ Also, the President's Task Force on Corrections⁷ and the National Advisory Committee on Standards and Goals⁸ both emphasize utilizing ex-offenders in correctional work.

This recent trend rests on the assumption that certain ex-offenders will be able to bring about personality and behavior alterations in other

individuals. Ex-offenders are often accomplished communicators, who are able to speak the offender's language because they have been part of the same subculture. They are not easily "conned," and there is virtually no social distance between themselves and others who are or have been in legal difficulties.⁹

The former offender, although often lacking formal education or knowledge of sophisticated psychological counseling procedures, is thought to be a more "appreciative" counselor who tends to be more sensitive to and understanding of salient problems. As one correctional researcher stated: "The successful ex-inmate is an excellent resource in helping prisoners; he can help men in prison and just out of prison examine the attitudes that fostered their criminal behavior; he can provide them with a positive figure with whom to identify; and he can offer them a measure of hope for the future in spite of the prison experience and the difficulties of adjusting to life outside."¹⁰

Another fact that appeals to those who are experimenting with the use of former offenders as change agents is that these agents, by adopting a helping role, may thereby help themselves. They "tend to be people who have little reason to feel that their lives are purposeful, for they are usually on the receiving end of help themselves."¹¹

Current Use in Ohio Halfway Houses

When Ohio halfway house staff were surveyed, a majority included the ex-offender as a valuable resource, a resource expected to play a greater role in house activities as programs, facilities, and funds expanded. Some houses utilize ex-offenders to a great extent in their counseling staff, and only Denton House failed to mention that there were any ex-offenders on their regular staff.

Halfway houses have also devised other methods for encouraging ex-offenders to be available for assistance to other offenders. Fellowship House staff provide residents with a list of names and telephone numbers of former resident offenders who are willing to discuss problems with other residents, and encourage former offenders to participate in group meetings, even those who never resided at the house.

Although Denton House does not have any ex-offender on their staff, they encourage former residents to drop by the house and talk to current residents on an informal basis. The Alvis House Case Aide Training Program also recruits several ex-offenders and actively involves them in resident counseling. The Case Aide Training Program appears to be an excellent instrument to assist halfway houses in acquiring well-trained staff for work in community correctional centers.

In hiring an ex-offender to work within a halfway house program, the objective is to find an individual who has completed a successful adjustment into society; has positive associations with family, friends and employers; and is also knowledgeable of community agencies, organizations and programs. The positive attitude displayed by a former offender who has been successful within the community provides the resident proof that rehabilitation of an offender is possible when an effort is applied.

Although most halfway house staff agree that former offenders are a valuable resource, there is little agreement in the rank assigned them in comparison to other treatment techniques. Talbert Wesley ranked counseling by former offenders first in importance, while Alvis and Talbert Wesley ranked it second, Fellowship and Fresh Start third, Talbert for Women fourth, and Bridge sixth.

As can be seen from the data in Table 32, residents attach a high priority to counseling by former offenders. Residents who had received such counseling ranked it as "very good" (42.5 percent), "somewhat good" (43.75 percent), or "not good at all" (13.75 percent). Residents ranking counseling by ex-offenders as low often stated those counseling were stepping out of line: "they are no better than I am."

Residents were also asked how worthwhile they felt that counseling by ex-offenders would be. Over two-thirds of the 156 respondents (70.5 percent) felt it worthwhile, and only 3.85 percent claimed that ex-offenders were not qualified to counsel them.

The surveys indicate resident (1) willingness to be counseling by ex-offenders and (2) feelings that this counseling modality would also be beneficial to them. This evaluation supports the President's Task Force on Corrections and the National Advisory Commission on Standards and Goals in recommending the use of ex-offenders as correctional workers.

However, as reports of both these groups have stated, caution should be used in hiring practices. The Joint Commission on Correctional Manpower and Training has pointed out that not all ex-offenders will work well as correctional employees.¹² Ex-offenders need to be carefully screened and trained before becoming involved in counseling offenders. A program such as the Alvis House Case-Aide Training Program can be used effectively for initial training of ex-offenders (as well as other para-professional staff). This evaluation encourages other halfway houses to utilize the Alvis House program in this capacity.

TABLE 32
RESIDENTS' OPINIONS OF COUNSELING BY FORMER OFFENDERS

Name of House	Staff Ranking of Importance	Resident Opinion			Number of Residents Answering Question
		Very Good	Somewhat Good	Not Good At All	
Alvis	2	64%	27%	9%	11
Bridge	6	100%	0%	0%	1
Denton	NA	18%	64%	18%	11
Fellowship	3	43%	57%	0%	7
Fresh Start	3	88%	12%	0%	16
Helping Hand	NI	14%	43%	43%	7
Talbert McMillan	2	30%	60%	10%	10
Talbert Wesley	1	0%	100%	0%	4
Talbert for Women	4	25%	42%	33%	12
Vander Meulen	NA	50%	50%	0%	2
Total	4	42% (34)	44% (35)	14% (11)	80

NA=Not Applicable
NI=No Information Available

Counseling by Other Residents

Description

Counseling by other residents is usually not perceived by halfway house staff as a formal counseling procedure, but as a condition which becomes integrated into the other types of treatment modalities, especially group meetings and milieu. Only four of the houses in the sample indicated they thought counseling by other residents was a treatment technique used by their house.

This notion is reflected in a statement made by a counselor at the Bridge House: "Counseling by other residents occurs in the group meetings as well as in the full-time group living situation. This is largely a result of their shared experience of incarceration, and their shared desire to retain their hard-earned freedom." During group meetings, other residents help to provide alternatives to problems by citing examples of how they attained certain goals, such as "who they talked to, how they went about it, and things they ran into." At group meetings, residents are encouraged to be sensitive to the needs of and helpful to fellow residents in the course of daily living.

A staff member at the Talbert McMillan House observed, "Ex-inmates with college degrees or special skills become natural leaders. . . ." These "natural leaders" may be sought by the staff to encourage fellow residents to accomplish tasks or to change disorderly behavior. More importantly, the "natural leaders," as well as all other residents, are encouraged to aid new and old residents alike in adjusting to the house living situation.

When an individual resident is undergoing a crisis or behaving in an especially incorrigible manner and does not wish to be approached by staff,

other residents close to the individual are often asked for assistance. The "friend" is asked to comfort and give counsel to the resident at the time of a crisis, or to suggest the individual to temper or alter his behavior in the case of incorrigibility. This procedure is implemented at the Alvis House in a more formal manner in that the staff often purposely seeks out a resident's friend to act as an "interceder."

Alvis House previously attempted to establish a Residential Counseling Committee to mobilize residents to assist with counseling. However, this procedure has to date seen only limited success. Therefore, where resident counseling is utilized, it is on an informal and spontaneous basis.

Findings Concerning Counseling by Other Residents

Because counseling by other residents is seldom implemented on a formal basis, fewer than 30 percent of interviewed residents perceived it as being offered, while staff ranked it fairly low in perceived importance. Data in Table 33 illustrate resident participation and rating of counseling by other residents.

The data indicate the limited use of counseling by residents of most houses. Fresh Start appears to be the only anomaly with 90 percent of its residents perceiving counseling by other residents to be "very good" and 10 percent perceiving it to be "somewhat good." Forty-five percent of Fresh Start residents also stated that they participated in counseling of other residents as needed.

Recommendations

Many houses face the problem of limited staff and are unable to provide to residents the amount of individual counseling that they feel is needed. Consideration should therefore be given to developing individual

TABLE 33
RESIDENTS' OPINIONS OF COUNSELING BY OTHER RESIDENTS

Name of House	Staff Ranking of Importance	Resident Opinion			Number of Residents Answering Question
		Very Good	Somewhat Good	Not Good At All	
Alvis	5	28%	43%	28%	7
Bridge	4	17%	67%	17%	6
Denton	5	19%	70%	12%	16
Fellowship	3	20%	80%	0%	5
Fresh Start	5	90%	10%	0%	20
Helping Hand	NI	33%	33%	33%	9
Talbert McMillan	6	30%	60%	10%	10
Talbert Wesley	NA	33%	67%	0%	9
Talbert for Women	NA	33%	50%	17%	6
Vander Meulen	NA	60%	40%	0%	5
Total	5	41% (39)	47% (44)	12% (11)	94

NA=Not Applicable
NI=No Information Available

counseling techniques in successful residents who have the respect of other residents. If formal individual counseling sessions were scheduled, these selected residents could assist staff in counseling residents, and refer those residents who seem to have major problems to staff. Perhaps these residents would be more useful for an initial screening of other resident problems rather than for counseling purposes. This role would allow all residents to be interviewed and their problems discussed, while the professional staff could be free to focus their attention on residents with serious problems.

External (Outside the House) Professional Counseling

Counseling conducted by professionals who are not members of the halfway house staff (e.g., psychiatrists, psychologists, social workers) has been utilized only slightly by the halfway houses in this sample. This lack of emphasis should not be construed as indicative of the staff's opinions as to the efficacy of such counseling, but it is more a function of budget constraints which have made more extensive use of such counselors impossible.

Outside professional counseling was ranked on the average by staff members as the least beneficial treatment program their houses offered residents (see Table 23). Likewise, residents ranked professional counseling very low, although the largest majority declined to give an opinion since they had never received any type of this counseling, as shown in Table 34.

Of those halfway houses that do employ outside professional counseling services, psychologists are used most frequently. The most common role of the psychologist is to conduct an initial interview with incoming residents. His analysis and evaluation of the client's overall psychological condition, together with specific recommendations and suggestions for treatment of

TABLE 34

RESIDENTS' OPINIONS OF COUNSELING BY EXTERNAL (OUTSIDE THE HOUSE) PROFESSIONALS

Name of House	Staff Ranking of Importance	Resident Opinion			Number of Residents Answering Question
		Very Good	Somewhat Good	Not Good At All	
Alvis	6	0%	50%	50%	4
Bridge	5	0%	0%	0%	0
Denton	2	25%	0%	75%	4
Fellowship	6	50%	50%	0%	4
Fresh Start	4	100%	0%	0%	14
Helping Hand	NI	50%	25%	25%	4
Talbert McMillan	5	0%	50%	50%	4
Talbert Wesley	4	43%	15%	43%	7
Talbert for Women	3	25%	58%	17%	12
Vander Meulen	NA	0%	0%	0%	0
Total	6	47% (25)	28% (15)	25% (13)	53

NA=Not Applicable
NI=No Information Available

specific problem areas is discussed with the house staff. In addition, these psychologists often attend staff meetings in which they involve themselves in discussions of alternative plans of treatment for specific residents. Many of the psychologists are also placed "on call" in case of an emergency in which they would conduct specialized crisis counseling.

In instances where the halfway house has not been able to offer professional counseling services as part of their treatment program, staff have referred residents to other social service agencies where they receive a variety of professional counseling services (e.g., marriage counseling, psychiatric counseling, or employment counseling). These services and other support services are discussed more extensively in Chapter VIII, entitled "Supportive Agencies for Halfway Houses."

The Use of Volunteers in Halfway Houses

Although volunteers are taking an expanding role throughout the criminal justice system, they are not yet used extensively by Ohio halfway houses. Several houses' staff stated that they occasionally utilized volunteers; however, this was generally in administrative roles and no houses indicated extensively utilizing volunteers for treatment programs.

The role of volunteers in criminal justice programs has received considerable attention. The President's Task Force on Corrections asserts that:

... the employment of volunteers can be useful in the integration of the correctional system within the mainstream of community activity. This is based on the premise that close personal experience with the offender can make the volunteer an important participant in correctional work and a supporter of correctional efforts. To break up the stereotypes existing between criminal offender and community, effort should be made to utilize the volunteer in not only the clerical and administrative tasks, but also the interaction of the resident.¹³

Halfway house staff realize the need for developing active volunteer programs, and indicate that they would like to see such programs in their houses. Due to a shortage of manpower, none of the houses were able to designate a staff member as volunteer coordinator responsible for the recruitment, training, and supervision of volunteers.

Therefore, when volunteers are utilized, their role is not clearly understood by residents, staff, or themselves. They receive little training, are unable to understand the needs and lifestyles of offenders, and cannot easily fit their activities into the objectives of the halfway house.

Due to a lack of adequate training, halfway house volunteers are usually asked to perform clerical or maintenance tasks, rather than direct interaction in a treatment role. Performing these functions is valuable in that it relieves the professional staff from duties which often demand and monopolize their time, and could as easily be accomplished by a non-professional volunteer. However, use of volunteers in these roles circumvent one of the most important functions that volunteers in the halfway house can perform. By involving volunteers directly with the treatment of the criminal offender, it may be possible to break down the barriers and biases that often exist between residents and the community.

There are, of course, several problems in the use of volunteers as a supplement to the treatment program of the house. As has been mentioned above, houses lack the manpower resources to designate a staff member as coordinator of volunteers. Volunteers need training and supervision to be effective, and without a lot of staff effort, the use of volunteers can become as much of a problem as a benefit.

House staff cited several other reasons that they do not make greater use of volunteers, including the statement that volunteers were often unreliable and unwilling to perform the tasks asked of them. Others said volunteers began coming to the house with enthusiasm, but usually quickly lost interest. Some suggested that volunteers are easily "conned" by residents, and often volunteers let the residents do things that were in violation of house rules. Others stated that volunteers often upset residents, either by asking improper questions or discussing emotionally-fraught subjects with them. One staff member said that volunteers often made shallow or premature judgments about staff decisions, causing turmoil over house policies.

Many of these are management problems which could be ironed out by implementing volunteer programs which are well organized, administered, and supervised. As prior studies have shown, the most important element in a successful volunteer program is the serious commitment on the part of the halfway house to use volunteers.¹⁴

The Joint Commission on Correctional Manpower and Training is in agreement with the idea of developing meaningful volunteer programs in correctional agencies, and recommends the adoption of three criteria important to the establishment of an effective volunteer program:¹⁵

A. Purposeful recruitment - the individual can profit greatly if volunteers are similar to him in social and economic status and thus in a better position to understand his pressures and problems (e.g., minority group members). Other potential targets for a volunteer recruitment are the young people of the community who are closer in age to many offenders than are other correctional personnel who work with them.

B. Suitable training - while some volunteer work is so routine or simple and requires little specific training, volunteers should at least be made aware of the correctional system itself, the offender and his culture, and the limits of freedom within the agency.

C. Adequate supervision - correctional institutions should implement staff supervisory programs in order to coordinate volunteer work.

The Commission concludes with the statement that the "enthusiastic" volunteer who has come to understand corrections from his own experience with offenders can be useful in gaining public understanding of the correctional system. Hence, the Commission recommends:

Correctional agencies should expand their use of volunteers. To ensure success, such programs require administrative commitment so that adequate screening, training, supervision, and education can be provided. Efforts should also be made to include more Blacks and other minority group members in organized volunteer programs.¹⁶

Resident Response to Utilizing Volunteers

In general, resident response was favorable to the idea of involving volunteers in the activities of the house, although most residents indicated they had little contact with any volunteers. Residents were asked to react to the concept of volunteers counseling them on a personalized treatment basis. Opinions were diverse and included such comments as "I feel a volunteer would be the best individual to counsel me, since they are the ones who probably have the most sincere desire to be here," as well as such negative comments as "They have no training and probably don't know any more than I do."

The following chart represents resident responses when asked to rate the quality of counseling by volunteers:

<u>Response</u>	<u>Percentage Responding</u>
Worthwhile	52.7
Not worthwhile	29.8
Worthless	7.6
Volunteers not qualified to counsel	9.9
	<u>100.0</u>

As can be seen from the data most residents feel that volunteers can be of benefit to their counseling needs.

Recommendations

Whereas residents feel a value in using volunteers for counseling and several authors note the benefit of involving volunteers in correctional programs, we recommend an expanded use of volunteers. However, there are several administrative problems that come into play when using volunteers which need to be considered.

Initially, there is a problem in training volunteers. Currently the halfway houses are unable to or lack the training expertise to develop develop training programs themselves and must either bypass training or look for volunteers who have already been trained. Several courts and probation departments are using volunteers in their programs. Perhaps halfway houses could either send their volunteers to the court training sessions or ask that some of their residents be matched with volunteers from existing programs.

Within Ohio, there are several volunteer programs, such as Volunteers in Probation and Man-to-Man Associates, who are matching volunteers with offenders. If the halfway houses were tied into these agencies on a selected resident basis, they would benefit from that training and supervision the volunteer agency could provide.

Another problem is the lack of continuous motivation by volunteers. This could be a result of the manner in which the volunteers' efforts were expended. If the volunteer were to go to the house in a group and merely visit with different residents, he will have no recognizable feedback for his efforts. If, however, the volunteer were matched on a one-to-one basis with a resident, he may feel more committed to the individual, have firmer goals to achieve, and be willing to expand involvement as a volunteer. Individual matching of volunteers and residents allows the house administrator to provide a specific type of volunteer to a resident who has problems toward which the volunteer can provide assistance.

The above recommendations may be summarized as follows:

1. Halfway houses should make an effort to expand the use of volunteers' involvement in the treatment area.
2. Halfway houses should contact local or state criminal justice volunteer agencies for either assistance in training and screening volunteers or to suggest that trained volunteers be matched with selected residents.
3. Halfway houses should use volunteers on a one-to-one basis as a supplement to the standard treatment program.
4. Halfway houses should invite volunteers to attend group counseling sessions as a learning experience in counseling, and to better understand the problems of the matched resident.
5. Halfway houses should include matched volunteers in staffing sessions. Not only will the volunteer learn more about the resident's problems, but he might be able to add information to assist staff in planning the resident's treatment program.

Treatment Summary

Residents are generally pleased with the majority of treatment programs utilized by their respective houses. The only complaint frequently voiced was that residents do not receive enough of the treatment modalities they deem worthwhile. This is particularly true with reference to "individual counseling," where staff members indicate personalized counseling is offered but many residents said they do not receive it.

Data in Table 35 illustrate the aggregate ratings by all residents regarding treatment offered at the houses. Over 86 percent of residents felt the house treatment programs were either "very good" or "somewhat good" and only 13.6 percent felt treatment was "not good at all." Individual counseling is rated highest by residents, and group counseling lowest. Effort needs to be taken to improve the benefit of group counseling sessions for residents.

TABLE 35
AGGREGATE RESIDENT RESPONSE TO HOUSE TREATMENT MODALITIES

Type of Counseling	Staff Ranking	Resident Ratings		
		Very Good	Somewhat Good	Not Good at All
One-to-one counseling	1	58%	34	8
Milieu	2	--	--	--
Group Meetings	3	34%	44	22
Counseling by former offenders	4	42%	44	14
Counseling by other residents	5	41%	47	12
Counseling by outside of house professionals	6	41%	47	12
Total rating of house treatment programs		43.2%	43.2	13.6

Table 36 includes a breakdown of residents' rating of an aggregate of the treatment modalities. This table clearly indicates the positive response by residents of Fresh Start to the treatment received at the house. This, in part, is a result of Fresh Start's specialization and ability to design treatment modalities responsive to residents' needs. It also clearly indicates the concerted effort by Fresh Start staff in making treatment programs beneficial to residents. The table also indicates some houses in which resident's do not feel the treatment provided is responsive to their needs, and these houses should place emphasis on improving treatment services.

An overwhelming majority of residents in the study felt they could benefit from increased assistance and attention of staff members; only 9.2 percent of the sample felt such interaction would not prove beneficial

TABLE 36
RESIDENT RATINGS OF ALL TREATMENT OFFERED BY RESPECTIVE HOUSES*

House	Resident Ratings		
	Very Good	Somewhat Good	Not Good at All
Alvis	30% (19)	41 (26)	29 (18)
Bridge	26% (6)	61 (14)	13 (3)
Denton	34% (21)	46 (28)	20 (12)
Fellowship	40% (14)	57 (20)	3 (1)
Fresh Start	91% (82)	9 (8)	0 (0)
Helping Hand	43% (23)	32 (17)	25 (13)
Talbert McMillan	30% (12)	60 (24)	10 (4)
Talbert Wesley	29% (11)	55 (21)	16 (6)
Talbert for Women	35% (18)	38 (20)	27 (14)
Vander Meulen	57% (8)	36 (5)	7 (1)

*This table includes an aggregate of resident ranking of group meetings, one-to-one counseling, counseling by outside professionals, counseling by former offenders, and counseling by other residents. However, only those modalities utilized in the house are included in the aggregates.

to them. It appears that both residents and staff recognize a need for an expansion of various treatment programs but, due to a shortage of manpower and resources, it is often impossible to apply various treatments with the consistency or fervor that is usually desired. A possible response to this need is the expanded use of residents, volunteers, and ex-offenders for counseling purposes. These additional sources could prove to be a very valuable treatment resource when properly trained and supervised.

The majority of halfway house staff seem to be satisfied with the types of treatment offered by their respective houses. When asked if there were additional treatment techniques that could benefit residents which are currently unavailable to them, 59.0 percent answered negatively. Responses to possible additions to the treatment service are presented in Table 37. Houses rated low by residents might consider expansion or addition of some of the above treatment programs to make their treatment services more responsive to resident needs.

TABLE 37
ADDITIONAL TREATMENT PROGRAMS THAT COULD BENEFIT RESIDENTS

Program	Percentage of Staff Responding
None	59
Guided group interaction, transactional analysis, gestalt psychology	17
On the job training programs	8
More controlled and supervised environment	6
In-house alcohol counselor	4
Good volunteer program	2
In-house drug counselor	2
One-to-one counseling	1

Notes from Chapter VII

1. Nat Auerbach, et al., "A Concept Explication: The Halfway House in Corrections," unpublished Master's dissertation, School of Social Work, Syracuse University, 1966, p. 25.
2. Robert Martinson, "What Works?--Questions and Answers about Prison Reform," The Public Interest, Spring 1974, p. 33.
3. O. J. Keller and B. S. Alper, Halfway Houses: Community-Centered Correction and Treatment (Massachusetts: Heath Lexington Books, 1970), p. 26.
4. "Guided group interaction" was first developed for delinquents at Highfields, New Jersey, in the 1950's. Stressing that interchange between people in a group can influence individual attitude and outlook, this approach "assumes that the delinquent will benefit from a social experience where, in concert with his peers and the leader, he can freely discuss, examine and understand the problems of living, without the threats that had been so common to his previous learning experience. Lloyd McCorkle, Albert Alias, and F. Lovell Bixby, The Highfield Story (New York: Henry Hold and Co., 1958)., p. 74.
5. Ibid., p. 23.
6. "The Involvement of Offenders in the Prevention or Correction of Criminal Behavior," 1970, p. 18.
7. Task Force Report: Corrections, President's Commission on Law Enforcement and Administration of Justice (Washington, D.C.: U.S. Government Printing Office, 1967), p. 102.
8. Corrections, National Advisory Commission on Criminal Justice Standards and Goals (Washington, D.C.: U.S. Government Printing Office, 1973).
9. "The Offender as a Correctional Manpower Resource" (Sacramento: Institute for the Study of Crime and Delinquency, undated).
10. Marie Buckley, "Enter: The Ex-Con," Federal Probation 36 (December 1972), pp. 24-30.
11. Paul W. Keve, Imaginative Programming in Probation and Parole (Minneapolis: University of Minnesota Press, 1967), p. 202.
12. Offenders as a Manpower Resource (Washington, D.C.: Joint Commission on Correctional Manpower and Training, 1968).
13. Task Force Report: Corrections, op.cit., p. 104.
14. Ibid., p. 104.
15. A Time to Act (Washington, D.C.: Joint Commission on Correctional Manpower and Training, 1969).
16. Ibid., p. 42.

CHAPTER VIII

SUPPORTIVE AGENCIES FOR HALFWAY HOUSES

Utilization of Community Agencies

In attempting to serve their residents' needs, halfway houses utilize not only their own resources but also the support services offered by various community agencies. House directors coordinate the services their house provides with those services offered by community agencies. Although cities within Ohio differ as to the numbers and types of social service agencies available, there are several community services commonly used by all the halfway houses in this study.

Many halfway house directors said their staff would not be able to deal effectively with all residents' problems without the assistance of these organizations. Besides facilitating the management of the halfway houses and easing their shortages of manpower, staff felt residents often received more complete services from agency personnel than could be provided by house staff. Residents going to these agencies often have the advantage of being served by a specialist trained to deal with their particular problem.

The community services most frequently utilized by halfway house residents include psychological counseling, vocational counseling, work training programs, drug and alcohol rehabilitation programs, employment placement, health and legal aid, and welfare subsidy programs. The following agencies were mentioned by staff and residents as those most frequently utilized.

1. Alcoholics Anonymous - a fellowship of men and women who share their experiences, strengths, and homes with each other so that they may solve their common problems and help others to recover from alcoholism. They also

give assistance to related alcoholic problems on request by individual members, and often come to the halfway house to conduct individual AA meetings for house residents.

2. Community drug programs - Many of the communities have private agencies or clinics which specialize in the treatment of individuals addicted to drugs. Services often include methadone maintenance, group and individual counseling sessions, and in and out patient programs.

3. State Bureau of Employment Services - This agency deals in all aspects of employment. Functions include job placement, labor market information, unemployment insurance, special services to veterans and handicapped including domestic help and minority groups, industrial services, cooperative apprenticeship training and referrals.

4. Other employment services - provide placement and contact with community employers who have vacant positions.

5. Community Mental Health Centers - These centers serve a variety of medical needs including psychological counseling, in and out patient group counseling sessions and drug and alcoholic rehabilitation programs.

6. Other health clinics - Several staff indicated utilizing a variety of health clinics in the neighborhood. These clinics are often designed to provide a wide range of medical assistance to low income, or otherwise disadvantaged, individuals.

7. Bureau of Vocational Rehabilitation - This agency prepares the physically, mentally and socially deprived handicapped individual to engage in remunerative employment through counseling, guidance, training, physical restoration and personal adjustment. The Bureau operates under the State Board of Education and is financed through State and Federal funds.

8. Welfare Department - administers public assistance program with the equal goal of providing social services to recipients, including legal aid, etc.

9. Goodwill - a rehabilitation and training center, helping eligible persons prepare themselves for employment. The vocational rehabilitation services Goodwill provides include psychological and vocational evaluation, work adjustment, personal adjustment, basic adult education, family counseling, social services, sheltered employment, placement, basic adult education, and recreational opportunities.

Other agencies specified by house staff included various church groups, prisoner aid groups (such as the Seventh Step Foundation), Model Cities, and Planned Parenthood.

Resident Contact

Residents were asked to indicate how frequently they had contacted these community service agencies since arriving at the halfway house. Both the staff and resident populations indicated using the employment agencies substantially more than any of the others. The following table shows the amount of resident contact with the various agencies since arrival at the halfway house.

Data in Table 38 show that the majority of residents in the halfway houses using these services fall substantially below what might be desired by both the house staff and the agency personnel. A large majority of the surveyed resident population had never been in contact with any of the social service agencies in their communities. This high percentage may indicate that the residents have no need of the available services. However, a more plausible explanation is that there exists a gap in or lack of knowledge between the agency and the residents of the other's existence.

TABLE 38
NUMBER OF RESIDENTS HAVING CONTACT WITH COMMUNITY AGENCIES

Agency	Number of Agency Contacts While at House				No Knowledge of Agency	No Contact with Agency
	One	Two - Five	Six - Ten	Over Ten		
Bureau of Employment Services	23	41	6	14	0	96 (52.7%)
Bureau of Vocational Rehabilitation Welfare	32	22	6	1	1	118 (64.8%)
Health	19	7	1	11	0	42 (78.0%)
Employment Counseling	22	7	2	0	4	145 (79.7%)
Mental Health Clinic	12	13	4	2	0	149 (81.9%)
Alcoholics Anonymous	3	4	3	0	12	158 (86.8%)
Drug Programs	4	5	3	8	1	159 (87.4%)
PREP (Job Readiness)	5	2	3	0	10	160 (87.9%)
Model Cities	5	3	1	6	4	161 (88.5%)
Community Center	2	2	1	0	0	175 (96.2%)
Seventh Step	1	0	0	1	0	177 (97.3%)
Church	1	2	0	0	0	177 (97.3%)
Legal Aid	0	1	0	0	1	178 (97.8%)
	2	0	0	0	0	178 (97.8%)

Agency Response

Researchers visited a sample of the agencies utilized by halfway house residents in an effort to find out more about the working relationships of the agency and the halfway house. All of the agencies contacted were aware of the existence of the halfway house and were in support of its purpose. However, the majority of agency staff interviewed said they really did not know the specifics of the programs the house offered or what type of treatment they provided for the clientele. Many also expressed the belief that a closer working relationship between the halfway house staff and agency personnel would be of real benefit to both agencies in their operations.

Conclusions and Recommendations

Evidence obtained from the residents, staff, and agencies suggests that the contact maintained between the agencies and residents is minimal. Although in a few instances, a specific house has maintained a close, cooperative and productive working relationship with an agency, the overall coordination between community agencies and halfway houses is an area which could benefit from improvements.

An effective service delivery system depends on the individual's knowledge of the program and the services it provides. At present, knowledge of the services offered is fragmented between agency, residents, and staff. It is recommended that a full-time staff member be given the responsibility of taking a more active role in utilizing these community social service agencies. It would be his responsibility to become more aware of services within the community and the operations of each, and he would attempt to integrate the services available for the resident by first analyzing his needs and referring him to the appropriate agency. According to the

Commission of the Social and Rehabilitation Service Administration for the United States Department of Health, Education and Welfare, "The essence of any social service delivery system is to marshal all resources in a coordinated way to bring the client to his best functional level."¹

Parole and Probation Officer Contact

The relationship of the parole or probation officer with the halfway house staff and residents under his supervision was examined. In an attempt to get a more complete picture of this relationship, interviews were conducted with house staff, residents, and state parole and probation officers.

Resident Response

Nearly seventy percent (69.7 percent) of the residents interviewed indicated being under the supervision of a parole or probation officer or furlough counselor. Although the primary role of the officer is an authoritative one, it is possible that authority per se does not vitiate an effective treatment relationship between the resident and the officer. Residents' responses indicate that generally, a positive relationship has developed between the residents and officers. Residents viewed officers not only in a formal, legally-binding, and supervisory manner, but as a helping agent, able and willing to assist them with everyday problems. When residents were asked if they thought their parole or probation officer was really trying to help them, 52 percent said "yes, very much so;" 32 percent said "yes, somewhat;" and only 15 percent said "no, not at all."

The contact maintained between the majority of officers and residents is another indication of the positive nature of their relationships. It

appears that the officers have not only enforced rules and regulations, but have also been successful in assisting the individual in solving day-to-day problems as they arise. Thirty-one percent of the residents indicated they often went to their respective officers when they had a problem, 9 percent said they went to the officer when they felt they needed counseling, and 11 percent said they had constant interaction with the officer in reference to their problems.

Halfway House Staff Response

Due to the diversity of interactions, it is difficult to make generalizations about the relationship existing between house staff and officers. Consistent interaction is characteristic of a few houses, whereas minimal interaction is more typical of others.

Staff said the contact they maintained with the officers was dependent on the particular officer as well as the resident under his supervision. Some officers maintain close contact with a particular client either because of legal requirements or the need for greater supervision; other officers purposely avoid close contact so as not to disrupt any of the treatment programs designed by the halfway house staff.

The majority of staff said they felt regular interaction, consisting of weekly meetings between the officer and resident, was the desirable amount of supervision. Maintaining interaction between staff and officer was not deemed as crucial, but was frequently mentioned as often contributing to an overall effective program for the resident.

Different halfway houses utilize the parole and probation officers assigned to their residents in varying degrees. For example, staff at Denton House meet every Friday with every parole officer from the Akron

District Office of the Adult Parole Authority who has a client then residing at Denton House. Together they discuss the progress of these residents, plan treatment programs for the new arrivals, and modify existing plans for older residents. Even more commendable is the fact that house residents are invited to take part in these staff-officer meetings when reports about their conduct for the past week to be discussed are unfavorable. Residents are not "grilled," but asked why they have acted in the disapproved manner and what treatment they would recommend in their own cases. It appears that such an innovative joint effort on the parts of the officers and house staff might assist other houses in developing a close, working relationship with various parole and probation officers.²

Other houses hold an initial meeting between the parole or probation officer, staff, and the resident, upon the resident's arrival to the house. The meeting serves as a forum for discussing such issues as the expectations of the officer in terms of work, peer associations, and curfew; and will also give the staff members a chance to let the resident and officer know of house rules and requirements.

In general, halfway house staff seem to regard supervisory agents in a positive manner. In some instances, however, staff did mention encountering a few problems with the officers. Specifically, they said parole and probation officers might encourage residents to act in a certain manner which was contrary to house policies, or the officer might dictate plans of which the staff had no knowledge. This was mentioned infrequently, and more often than not, the staff indicated that they desired a closer, more frequent, association with these officers.

Parole and Probation Officers Response

Besides providing supervision and counseling to halfway house residents, parole and probation officers act as referral agents for clients, evidenced by the fact that 26 percent of the individuals residing in the halfway houses at the time of the sample were referred by a parole or probation officer. The following reasons were given by officers who had referred clients to halfway houses:

1. the client was in need of a temporary shelter;
2. the client was experiencing difficulty in maintaining the stipulations of his parole or probation, and the officer felt more supervision was needed;
3. the officer felt that the client would benefit from the interaction among residents and the total milieu existing in the halfway house;
4. the individual was in need of alcohol or drug treatment; or
5. the client requested placement in a halfway house.

Not all officers utilized halfway houses for placement. Many said they had not referred clients because of a lack of adequate information on such facilities. A number of other reasons were cited by others for failing to place individuals in halfway houses. Many said the houses offered no formalized treatment and there was not enough supervision provided. Other officers said they were not adverse to placing their clients in halfway houses but that there were no such facilities in their immediate areas, and most of the officers preferred to keep individuals on their caseloads in their immediate areas. Other officers suggested they were more likely to place a substantial number of their individuals in halfway houses if there were facilities available in the state for young, first-time offenders. Many probation officers commented that they hesitated to place probationers

in halfway houses where substantial numbers of parolees resided. These officers felt that the parolee might have a bad influence on the probationer.

Conclusions and Recommendations

One of the most important conclusions to be drawn from parole and probation officers questionnaires is that a substantial number of these officers have no knowledge of local halfway houses, and a large majority do not know what services the halfway houses provide the criminal offender. Generally, those officers who utilized houses for placement of clients had a good working relationship with the houses. However, other officers may be more apt to utilize house services if they had a better knowledge of that benefits can be accrued to the residents.

From this discussion of the relationship between the supervisory agent, halfway house staff, and resident, the following recommendations can be made:

1. Information concerning halfway house facilities and services needs to be disseminated to parole and probation officers. This could be accomplished through the Adult Parole Authority Halfway House and Community Services Development Program and through the local courts.

2. Staff members should initiate contact with the officers assigned to residents in their halfway house by frequently inviting these officers to attend their staff meetings. This gesture will make the officers aware of the fact that the house staff desires to maintain a close, cooperative working relationship with the officers.

3. Upon resident entrance to the house, an initial meeting should be held at which the officer, staff members, and resident are all present. In this meeting, each individual should make clear his expectations of the others. This will aid in the overall understanding and make for a more therapeutic working relationship for the individuals involved.

Notes from Chapter VIII

1. National Advisory Commission on Criminal Justice Standards and Goals, Community Crime Prevention (Washington: U.S. Government Printing Office, 1973), p. 52.
2. "Halfway House News," published by the Halfway House and Community Services Development Program of the Adult Parole Authority, January, 1973.

PHYSICAL AND SOCIAL ENVIRONMENT OF HALFWAY HOUSES

The physical setting in which any innovative social program operates is often neglected when it comes time to systematically examine that program in order to rationally guide its future development. It is usually assumed that the setting is merely a passive container against which the more active forces of the programmatic or social environment are played out. In this section, the physical environment and the perceptions of the environment by both staff and residents will be examined.

This chapter is organized around two focal points. First, an analysis of the criteria used in the selection of the locations of halfway houses will be presented. Recommendations are generated to assist in future halfway house locational decisions. Secondly, the chapter provides a capsulized profile of all the halfway houses in the study, vis-a-vis each house's physical and social environments. The profile should assist each halfway house in assessing its present status and in planning for their future development.

Data contained in this chapter were obtained from four sources: halfway house administrators, halfway house residents, residents of the communities in which the houses are located, and 1970 census tracts. Questionnaires were utilized to collect data from various respondents and quantitative scales were developed for all data sources except halfway house administrators.

Two open-ended questionnaires were designed to collect administrators' responses to questions regarding the establishment and maintenance of the house, selection of the location of the house, cost of house purchase and renovation, and the on-going relationship with the surrounding neighborhood.

A fourteen-item questionnaire was designed to reflect the attitude of halfway house residents toward the location or placement of their respective halfway house. By combining the scores of the questions, a single score was developed which measured each individual resident's attitude toward the surrounding neighborhood. This score is labeled the "Resident Attitude Score."

A nineteen-item questionnaire was designed to measure the community residents' attitudes toward having a halfway house for adult offenders located in their neighborhood. Respondents to the questionnaire were selected, by availability, within a three block radius of every participating halfway house. Respondents were told that this survey was part of a state-wide survey being conducted to assess public attitudes toward trends in the area of corrections. Field workers attempted to acknowledge no awareness of the presence of a halfway house in the neighborhood. Respondents filled out the questionnaires by themselves and field workers assisted only when questions or problems arose.

Each house was located on a 1970 census map and the following variables were collected for each house's census tract and the city in which it is located: percentage black, median family income, percentage of population 25 years or older who are high school graduates, percentage of population employed in white collar jobs, median monthly rent, median property value, and the number of persons who live in the same house in 1970 as they did in 1965.

A socio-economic status scale was then designed using the three usual variables of income, education, and occupation. The total observed range of these variable scores from 0 to the maximum observed value was divided into six increments, and each increment was assigned a value ranging

CHAPTER IX

PHYSICAL AND SOCIAL ENVIRONMENT OF HALFWAY HOUSES

The physical setting in which any innovative social program operates is often neglected when it comes time to systematically examine that program in order to rationally guide its future development. It is usually assumed that the setting is merely a passive container against which the more active forces of the programmatic or social environment are played out. In this section, the physical environment and the perceptions of the environment by both staff and residents will be examined.

This chapter is organized around two focal points. First, an analysis of the criteria used in the selection of the locations of halfway houses will be presented. Recommendations are generated to assist in future halfway house locational decisions. Secondly, the chapter provides a capsulized profile of all the halfway houses in the study, vis-a-vis each house's physical and social environments. The profile should assist each halfway house in assessing its present status and in planning for their future development.

Data contained in this chapter were obtained from four sources: halfway house administrators, halfway house residents, residents of the communities in which the houses are located, and 1970 census tracts. Questionnaires were utilized to collect data from various respondents and quantitative scales were developed for all data sources except halfway house administrators.

Two open-ended questionnaires were designed to collect administrators' responses to questions regarding the establishment and maintenance of the house, selection of the location of the house, cost of house purchase and renovation, and the on-going relationship with the surrounding neighborhood.

A fourteen-item questionnaire was designed to reflect the attitude of halfway house residents toward the location or placement of their respective halfway house. By combining the scores of the questions, a single score was developed which measured each individual resident's attitude toward the surrounding neighborhood. This score is labeled the "Resident Attitude Score."

A nineteen-item questionnaire was designed to measure the community residents' attitudes toward having a halfway house for adult offenders located in their neighborhood. Respondents to the questionnaire were selected, by availability, within a three block radius of every participating halfway house. Respondents were told that this survey was part of a state-wide survey being conducted to assess public attitudes toward trends in the area of corrections. Field workers attempted to acknowledge no awareness of the presence of a halfway house in the neighborhood. Respondents filled out the questionnaires by themselves and field workers assisted only when questions or problems arose.

Each house was located on a 1970 census map and the following variables were collected for each house's census tract and the city in which it is located: percentage black, median family income, percentage of population 25 years or older who are high school graduates, percentage of population employed in white collar jobs, median monthly rent, median property value, and the number of persons who live in the same house in 1970 as they did in 1965.

A socio-economic status scale was then designed using the three usual variables of income, education, and occupation. The total observed range of these variable scores from 0 to the maximum observed value was divided into six increments, and each increment was assigned a value ranging

consecutively from one to six. Each census tract was scored from one to six on each variable so that each census tract would then have three separate scores: one for education, occupation, and income. These three scores were then combined for each tract to establish a socio-economic status score.

There are several problems which have limited the researchers' ability to analyze and compare the data from all houses and generalize from the findings. First, it was not possible to conduct a community survey in all the halfway house neighborhoods. As a result, the community attitude score was not included in the analysis and comparison of all the houses. (Community attitude scores are missing for Denton and Helping Hand.) This reduced the number of communities under investigation with regard to community attitude, thus making it more difficult to arrive at totally meaningful conclusions.

The use of census tract data as an indication of socio-economic status is also a crude measuring device. This problem is made even greater in this study as socio-economic status (as developed from census tracts) for each community is related to a community attitude score, which in turn was based upon a random availability sample taken in the community and consisting of approximately fourteen respondents in each sample.

Location of Halfway House

Directors and staff of each halfway house were interviewed in an attempt to discover the variables considered most important in locating a halfway house in a particular neighborhood. The three variables mentioned by all staff were cost, central location, and availability to transportation. These responses are consistent with Guidelines and Standards for Halfway Houses and Community Treatment Centers, which states:

It is preferable to renovate an old facility than to construct a new one, for the purpose of a halfway house. . . . These houses can usually be purchased or renovated for a reasonable sum. Renovation of that type of facility is much cheaper than construction of a new one; . . .

The facility should be located reasonably close to centers of business, industry, schools, social services, and other agencies to be utilized by the clientele as well as public transportation. The type of neighborhood chosen need not be a lower socio-economic one, although most halfway houses seem to be located in such areas.¹

All but one of the facilities included in this study are old houses which were renovated for use as halfway houses. Total cost of these houses, including the original purchase costs plus renovation expenses, ranged from a low or approximately \$15,000 to a high of approximately \$40,000. House capacity ranges from ten to thirty-five and averages approximately twenty residents.

Denton House is the only facility constructed specifically for the purpose of serving as a halfway house. The cost of the facility was approximately \$100,000 and it has a maximum capacity of twenty-four residents.

It is possible to approximate an average capital investment per bed for each house by dividing total cost by maximum capacity. For renovated houses included in this study the average cost per bed is approximately \$1,700. The average cost per bed for the one constructed facility is \$4,160. This actual cost ratio between the two types of facilities is very close to the estimate provided by Guidelines and Standards for Halfway Houses.²

Further analysis of the costs for renovated houses provides another interesting and significant finding. One might expect that houses located in the "better" neighborhoods of the sample could be expected to have higher per-bed cost than those in lower class neighborhoods of the sample. To test this hypothesis, a test for correlation was administered for two sets of variables within the sample: per-bed cost and socio-economic status, and

per-bed cost and average property value. However, a very low correlation was found with both tests.

Thus it appears that within the locations of the houses included in this study there is no relationship between the average man-space cost and the socio-economic level of the communities or average property value of communities. It appears that houses that have been located in lower class communities are paying the same per-bed costs as other houses located in higher socio-economic communities. However, it must be remembered that all of the locations in which these halfway houses are located are relatively low in socio-economic status.

The other two variables mentioned by all houses as being important in locational decisions were the central location of the house and its availability to transportation. These two variables might well be described as the house's "accessibility." All houses included in this study are located on a major bus route or within a few blocks of the downtown section of their respective cities. Eighty-two percent of the halfway house residents interviewed reported that their houses were either located within walking distance of the places they need to go, or else they could easily get to the needed locations by bus or car. Overall, these houses would appear to have achieved their objective of accessibility.

Using the residents' responses as a measure of the houses' actual "accessibility," it is possible to test for a correlation between location (as it pertains to accessibility) and cost to determine if houses in more accessible locations cost more than houses in less accessible locations. Using Spearman's rho to test for correlation between these variables, the relationship is not found to be significant. Thus for the houses in this study there appears to be no relationship between accessibility and initial

cost. A possible explanation for this finding is the fact that "accessibility" in many instances implies a closeness to the downtown area, and very often the homes closest to the downtown are in rapidly deteriorating neighborhoods where the cost of housing is relatively inexpensive.

Besides price, central location, and transportation, several other variables were mentioned by respondents at one or more halfway houses as being important locational criteria. These variables included mobility (higher mobility being preferred), integrated neighborhoods, and a positive neighborhood attitude.

Directors and staff were also asked to comment on the desirability of locating halfway houses in typically "better" neighborhoods. Two lines of thought emerged. Those supporting the idea suggested that such a location would motivate the residents, and that the lower crime rate in such an area would assist the residents in readjusting to community living. Those opposed to such an idea most frequently voiced two objections. First, it was suggested that the majority of residents would not be "used to such a neighborhood" and thus would find it difficult to adjust. And even if they did adjust, they most likely would not remain in the neighborhood upon their leaving the house. Further, they might become frustrated by being placed in surroundings they would never be able to attain. The second argument in opposition to the idea was that neighborhood resistance would prevent such a move because it is felt the higher the socio-economic status of a community the greater the resistance to a halfway house. Analysis of these variables requires an examination of the various communities involved and an analysis of community attitudes.

Examination of Community Factors

It is worthwhile to begin with an examination of the demographic characteristics of the neighborhoods where halfway houses have been located. The ten neighborhoods included in the study are located in seven major metropolitan areas: Akron, Cincinnati, Cleveland, Elyria, Columbus, Mansfield, and Toledo.

As can be observed from data in Table 39, all halfway house neighborhoods' socio-economic status fall considerably below their respective city's standard socio-economic status when compared on the listed variables: median income, percentage of high school graduates, percentage of white collar workers, property value, and rate of mobility. Also, each halfway house neighborhood has a much higher percentage population of Blacks than is representative of the city population.

By comparing the mean values of each variable mentioned above, it is possible to develop a general profile of the community where most halfway

TABLE 39

SOCIO-ECONOMIC COMPARISON OF HALFWAY HOUSE NEIGHBORHOODS AND CITIES

Variable	Halfway House Cities	Halfway House Neighborhoods
Median Income	\$9,812	\$5,553
High School Graduates	48.6%	30.6%
White Collar Workers	19.8%	9.6%
Black Population	20.2%	66.3%
Property Value	\$16,800	\$11,300
Rate of Mobility	48.5%	57.1%
Mean Socio-economic Status Score	16.9	10.1

houses are located and contrast that profile with a profile of their respective cities. Neighborhoods surrounding the majority of halfway houses can be described as lower class neighborhoods, with populations consisting of predominantly unskilled, lower income laborers. These areas are usually predominantly Black and have a highly transient population.

There are exceptions to this profile, which are easily identified in Table 40, where a detailed display of these community characteristics is presented for each halfway house.

To determine the relationship between the social environment and the halfway house resident, analysis between three sets of variables was completed: (1) the resident's attitude toward the community and the resident's expressed belief that the community setting did or did not aid in his readjustment; (2) the attitude of the halfway house residents toward the community and the type of community; and (3) the type of neighborhood (as measured by the socio-economic status) and the resident's expressed belief that the neighborhood setting did or did not assist in his readjustment to living in the community. The relationship was statistically tested between all three sets of variables and each found to be significantly correlated at least at the .05 level.

The findings suggest three tentative conclusions.

1. Halfway house residents' attitudes toward the neighborhood are positively correlated with community socio-economic status. More favorable attitudes correspond to communities with higher socio-economic status, and unfavorable attitudes correspond to communities with lower socio-economic status.

TABLE 40
COMMUNITY CHARACTERISTICS FOR ALL HALFWAY HOUSES

City:	Median Family Income	Percentage High School Graduates (in Population 25 Years and Older)	Percentage White Collar Workers (in Workforce)	Percentage Mobility (Residents Moved in Last 5 Years)	Percentage Black	Socio-economic Status Score	Halfway House Resident Attitude	Community Attitude Score
Mansfield	\$9,559	49.4%	19.8%	50.0%	15.1%	17		
Vander Meulen	\$6,593	46.9%	12.3%	50.4%	13.3%	14	31.2	72.8
Toledo	\$10,474	49.8%	20.8%	42.3%	13.8%	18		
Fellowship	\$6,665	40.6%	15.9%	61.0%	67.4%	13	29.0	64.4
Elyria	\$10,866	54.7%	18.2%	48.0%	10.7%	17		
The Bridge	\$9,148	32.7%	11.3%	58.0%	20.0%	12	29.3	65.0
Columbus	\$9,731	55.6%	24.0%	56.1%	18.5%	18		
Alvis	\$5,064	37.0%	9.0%	56.3%	73.2%	11	20.3	69.7
Cincinnati	\$8,894	43.8%	23.0%	53.3%	27.6%	16		
Talbert McMillan	\$4,959	36.0%	11.0%	63.0%	75.6%	10	22.4	57.0
Talbert for Women	\$3,393	36.3%	7.0%	71.0%	64.7%	8	19.4	55.6
Talbert Wesley	\$6,016	13.7%	6.0%	46.3%	85.2%	8	20.2	MD
Akron	\$10,051	49.7%	19.9%	43.4%	17.5%	17		
Denton	\$5,136	21.3%	10.4%	49.6%	86.2%	9	22.6	MD
Cleveland	\$9,107	37.4%	12.6%	46.7%	38.3%	15		
Fresh Start	\$4,493	26.0%	6.0%	54.4%	96.1%	8	29.6	MD
Helping Hand	\$4,063	21.6%	7.0%	60.9%	81.5%	8	19.6	MD
Average for cities with halfway houses	\$9,812	48.6%	19.8%	48.5%	20.2%	16.9		
Average for halfway house neighborhoods	\$5,553	30.6%	9.6%	57.1%	66.3%	10.1	24.4	64.1

2. Halfway house residents are more likely to feel that they have been aided in their readjustment process if they have favorable attitudes toward their surrounding neighborhood.

3. Halfway house residents are more likely to feel they have been aided in their readjustment in "better" neighborhoods, or neighborhoods with higher socio-economic levels.

These conclusions prompt analysis of possible variables associated with the resident's expressed belief that the neighborhood location of the halfway house aided in his readjustment process. Using a statistical test of significance, the following variables were found to be positively associated with the resident's opinion of his readjustment: the use of volunteers; the number of persons a resident speaks with in the neighborhood; and the resident's perception of a positive or favorable neighborhood attitude toward himself and his respective halfway house.

No relationship was found to exist between the mobility of the neighborhood and resident's attitudes or readjustment, nor was any relationship found between the house's "accessibility" and resident's attitude as to whether the location of the house had assisted in his readjustment.

Having established that the social environment of the neighborhood does have an impact on the resident, an analysis of other important sociological or demographic characteristics is in order. A few halfway house administrators suggested that neighborhoods with high mobility rates would make good locations for halfway houses. The rationale for this suggestion was that transient residents would not be as concerned as non-transient residents with the property value in the neighborhood, nor would they be as aware of the presence of a halfway house. Further, it was suggested that although transient neighborhoods would not manifest a very positive attitude toward

the halfway house, neither would such neighborhoods manifest negative attitudes--which might be expected from non-transient neighborhoods.

The relationship between community mobility and community attitudes toward halfway houses was tested and a negative relationship at the .10 level of significance was discovered. Although this does not reach statistical significance at the traditionally accepted .05 level, it is nevertheless an interesting finding, for it is the exact opposite of what was predicted. Contrary to the suggestions of halfway house directors, the more mobile neighborhoods tended to display more negative attitudes toward halfway houses, while the more non-transient neighborhoods displayed more positive attitudes.

Community attitude was another criterion suggested by halfway house directors as important to the selection of the house location. It is hypothesized that "better" communities display greater resistance to having a halfway house located in their neighborhood than do communities with lower socio-economic status.³ If this hypothesis were correct, one would expect to find a negative or inverse relationship between socio-economic status and community attitudes. However, when community survey results were analyzed for six of the ten halfway house neighborhoods, the findings tend to disprove the hypothesis. Based on this analysis, halfway house communities with a higher socio-economic status displayed a more favorable attitude toward halfway houses and ex-offenders.

Conclusions

The following conclusions are based on an analysis of the criteria used in selecting the location of halfway houses.

1. Renovating an old house is more economical than constructing a new halfway house facility. The average cost per-bed for a constructed facility

is approximately 2.5 times greater than the cost per-bed for renovated houses.

2. There are certain ranges of socio-economic status locations in which the cost of the facility does not vary. Within the analysis of the halfway house locations, the per-bed cost was not a function of the socio-economic level. However, it must be remembered that the range of socio-economic levels of the samples neighborhoods is very narrow and no neighborhood with a high socio-economic level was sampled.

3. To an extent, cost of purchase of a halfway house is not a function of "accessibility." The houses which were judged to be more accessible to transportation and job opportunities were not any more expensive to purchase than those houses located in inaccessible neighborhoods.

4. The "type" of neighborhood (referring to socio-economic level) in which a halfway house is located has a very significant impact on the attitudes of the halfway house residents. Residents living in higher socio-economic neighborhoods were more likely than those in lower class neighborhoods to feel that the neighborhood had assisted them in readjusting to the community. The residents of halfway houses in lower socio-economic neighborhoods were more likely to perceive that they were disliked by other neighborhood residents.

5. Halfway houses do not need to be located in an extremely low socio-economic level neighborhood in order to have community acceptance. Contrary to the belief expressed by halfway house directors within the range of surveyed halfway house locations, the neighborhoods with higher socio-economic levels displayed more positive attitudes toward having a halfway house located in their neighborhood.

6. All of the neighborhoods in which the halfway houses are located fall well below the average socio-economic level for the city.

7. All of the neighborhoods in which the halfway houses are located have a larger percentage of Blacks in their neighborhoods than is represented by the average city population.

Recommendations

From analysis of data for the physical, environmental, and locational factors for halfway houses, the following recommendations are made:

1. The three criteria which should receive primary emphasis in the selection of a location for a halfway house are, in order of relative importance:

A. The "type" of neighborhood - Findings suggest that the current policy of locating houses in extremely low socio-economic neighborhoods due to the availability of relatively inexpensive space and lack of community resistance is one which should be re-examined. These areas have not been shown to be less expensive or more accepting of the halfway house than some of the working class neighborhoods in which other houses are located.

Also, these neighborhoods are very permissive in the type of behavior which is accepted. These lower class areas are habitats where criminal and other deviant behavior patterns are often the norm, or in any case are seldom prohibited or discouraged. Consequently, the halfway house residents are not exposed to areas where the accepted rules of behavior are congruent with those advocated in the house treatment programs. Rather they are immersed in a community in which the accepted and normal behavior pattern is much closer to that for which they were originally institutionalized.

B. Price - When possible, renovated houses should be preferred to the construction of new facilities for the purpose of operating a halfway house.

C. Accessibility - Access to employment should be considered in the selection of a site for a halfway house. While it is not possible to predict a specific location where any individual is likely to find employment, it should be possible: (1) to identify the major employment areas of the city in question, which are likely to offer employment opportunities to residents, (2) to identify the major public transportation routes serving those areas, and (3) to select a location which is easily accessible to the employment areas. A reasonable criterion would be one-way commuting of no more than one-half hour, with no more than one transfer required.

2. Halfway house administrators should nourish a relationship with their surrounding neighborhood. Volunteer programs which would give neighbors an opportunity to become familiar with house staff and residents could serve to open up a cooperative working relationship between the house and its neighborhood. The evidence supports the notion that the more the residents of the neighborhood know about the halfway house, the more likely they are to support its location in their neighborhood.

3. Halfway houses should be located in areas which have a similar racial composition to their population. To do otherwise makes the residents a highly visible minority, easily identifiable as ex-cons and therefore vulnerable to discriminatory actions and to solicitations aimed at re-involving them in criminal activity. Populations of houses surveyed are predominantly white, but are often in predominantly Black neighborhoods.

Profile of Ohio Halfway Houses

The second section of this chapter provides a capsulized profile of all the Ohio halfway houses relative to physical and social environments, including the following:

- A. Physical Environment
 - 1. Size, type, cost, and capacity of each house
 - 2. Physical aspects of neighborhood surrounding house
 - 3. Actual location of house, in relation to the greater metropolitan area
- B. Social Environment
 - 1. Resident attitude toward the community
 - 2. Community attitude toward the halfway house and its residents
 - 3. Socio-economic level for the neighborhood
 - 4. Demographic characteristics of the neighborhood
- C. Administrative policies of each house
 - 1. Criteria for selection of each house location
 - 2. Policies utilized in dealing with the community

Vander Meulen

Vander Meulen House is located at 226 West Fifth Street, Mansfield, Ohio, about 10 blocks from the downtown area. The original house was purchased and renovated in 1966 at a cost of approximately \$15,000. A second house was purchased and received minor renovations for a total cost of approximately \$6,000. The houses are on adjacent property and have a combined total of eight bedrooms, two snack kitchens, one main kitchen, two TV rooms, three baths, plus living quarters for the resident supervisor, with a total capacity of 18 men. The two large houses are not unlike any of the surrounding houses in this neighborhood and have a considerable amount of yard space.

As can be seen in Table 40, Vander Meulen is well above the average halfway house community in all respects and has the highest overall socio-economic status rating of all communities in this study.

From an analysis of the data obtained from the residents of Vander Meulen House, one must conclude that these men have a very favorable attitude toward their community location. The majority of the house residents said that they thought that the surrounding neighborhood was friendly, that they were treated fairly, and that they spoke with many of the neighbors.

The vast majority of the house residents (93 percent) said that they felt that they were "accepted" or "liked" by the surrounding neighborhood. This finding stands in marked contrast to the attitude of the total sample of residents in the study, 40 percent of whom reported that they "didn't think their neighborhood even knew they were there," 41 percent who felt they were "accepted" or "liked," and 17 percent who felt they were disliked or feared by their neighborhoods.

Seventy-one percent of Vander Meulen residents stated they liked the location of the house. A majority of the men (80 percent) reported that they could easily get to their jobs and necessary agencies by walking or by car. When asked if they felt that "living in this neighborhood" had helped "re-adjust" to living in the community, all of the men responded affirmatively, with 21 percent of the men commenting that it had helped but that it could have been better.

These responses are sharply different from those received from the majority of other houses in this study. For the entire study, only 33 percent of the residents reported that they liked the location of their house, and only 46 percent reported that they thought that living in their respective neighborhoods had helped their re-adjustment, and 24 percent of the residents for the entire study said it "didn't make any difference."

When Vander Meulen residents were asked if there were any specific reasons why they thought the neighborhood setting was helpful, 57 percent said the location was convenient, 30 percent said it was just a "nice community," 30 percent credited the friendly people, and 14 percent said they received good community services. Another 14 percent of the men felt that it would have been better if they had had more community contact.⁴

Data were also obtained from the residents of the neighborhood surrounding Vander Meulen House. Analysis of this data suggests the neighborhood members have a very positive attitude toward the concept of halfway houses, even though only 50 percent of the neighbors are aware of the halfway house located in the area. It is interesting to note that all persons aware of the halfway house were also in favor of having it in their neighborhood. Conversely, all persons who were undecided on whether or not they would approve of having a halfway house in their neighborhood were also not aware of the presence or work of Vander Meulen House. The majority of respondents felt that violent offenders should be allowed to live in halfway houses, that halfway houses would not make the neighborhood unsafe for their children, and that halfway houses would not lower the property value.

Fellowship House

Fellowship House is located at 2371 Franklin Avenue, Toledo, Ohio. The house is leased from the Catholic Church for \$100.00 per month and has a total capacity of 10 men. Based on property values presented in the 1970 census tract and renovation costs, the market value of Fellowship House is estimated to be approximately \$20,000.

Although the house is located only a short distance from downtown Toledo, the neighborhood is a quiet residential area composed of single family unit houses which are similar in appearance to the Fellowship House. Streets are tree-lined and all houses are kept in fairly good repair, especially when considering the very transient nature of the neighborhood. Examination of Table 40 reveals that this neighborhood is well above the average for all halfway house communities studied.

The men of Fellowship House held very positive attitudes toward their surrounding neighborhood. The majority of the men reported they felt they were treated fairly by the people in the neighborhood, that the neighborhood was friendly, and that they spoke with many of their neighbors. Eighty-five percent of the men said they felt accepted by the neighborhood, which is twice the percentage of men in the entire study who reported feeling accepted. Also, seventy-one percent of the men said that volunteers from the community were helpful.

Fellowship residents were equally divided between those who were "used to" this type of neighborhood and those who were not. However, twice as many men said they liked the location (57 percent) than did not like it (28 percent), while only 33 percent of residents from all the houses stated they liked the location of their house.

When asked if the neighborhood setting had helped them re-adjust to living in the community, 83 percent of the men responded that it had not, 28 percent said it had, and 28 percent said it had helped but could have been better. These responses are not quite as positive as could be expected in light of other responses given, but it is still well above average for the study. Overall, 56 percent of the men from Fellowship House reported that they felt their neighborhood had helped them re-adjust, while only 45 percent of the respondents for the entire study felt the same way.

Those who reported that they did not like the location or did not feel the neighborhood had helped with their re-adjustment were asked to identify problem areas. The two responses made most frequently were racial problems or the need for a better racial mix in a halfway house location, and the need for more community contact. The reasons cited most frequently by those residents responding positively to the two questions mentioned were: the

convenient location of the house, the friendliness of neighbors, and the expressed belief that the neighborhood was generally "very nice."

In analyzing the data collected from residents in the neighborhood around Fellowship House, several interesting points may be noted. First, a surprisingly large number of neighbors (71 percent) were not aware that a halfway house was in the neighborhood. However, 76 percent of the residents interviewed said that they would be in favor of having a halfway house in their neighborhood. This indicates a considerable amount of support within the neighborhood which Fellowship House might possibly work to develop.

The Bridge Home

The Bridge Home is located at 222 West Bridge Street, Elyria, Ohio, and is easily within walking distance of the downtown area. There are actually two houses located at the Bridge; a main house which has six bedrooms, two baths, two showers, living room, kitchen, recreation room and laundry room; and a second house which also has six bedrooms, two baths, a kitchen, and the main office. The capacity of the two facilities is 14 men. The houses are large wooden structures similar to other houses in the surrounding area. Both facilities were purchased and renovated at a cost of approximately \$30,000.

An examination of Table 40 reveals that the neighborhood surrounding the Bridge is somewhat better than other halfway house neighborhoods. Income for residents of the neighborhood is almost equal to that of the average Elyria resident.

Residents of the Bridge expressed very favorable attitudes toward their surrounding neighborhood; half of the residents stated that it was the type

of neighborhood to which they were accustomed. The majority of the residents felt they were treated fairly by the neighbors and that the neighborhood was friendly. Two-thirds of the men reported that they spoke with many persons in the vicinity.

When the residents were asked how they thought the neighborhood felt about the men of the Bridge, one-half said they felt accepted by the community. A third of the men responded that "most people don't even know we're here." A few (16 percent) suggested that the residents of the Bridge were disliked by the people in the neighborhood.

The vast majority of the men (90 percent) reported they had no difficulty in getting to their jobs or various service agencies. Many said that they could walk to these locations. Accessibility of the Bridge to these locations is extremely important, since there is no public transportation in the area.

When residents were asked for specific comments on the location of the house, many men mentioned the size of the city of Elyria as a positive factor. They felt that it was easy to get jobs in the community, due in part both to the size of Elyria and to the good relationship the house had with the community. The men also commented on the location of the house and said they could easily walk to any place in town. The overall friendliness of the neighborhood was also mentioned.

The attitudes of the residents living in the Bridge neighborhood toward the halfway house concept were found to be positive. When neighborhood residents were asked if they would be in favor of having a halfway house in their neighborhood, 47 percent said "yes," 27 percent said "no," and 27 percent were undecided. Just about half of the neighborhood residents were aware of the Bridge, and all those persons were in favor of having it located in their community.

The majority of respondents said they did not believe having a halfway house in the neighborhood would lower the property value or make the neighborhood unsafe for their children. However, 40 percent of the residents were unsure about whether or not violent offenders should be allowed to live in halfway houses.

It is important to emphasize that the support for the halfway house came almost entirely from those persons who were aware of the Bridge. Opposition to a halfway house came entirely from those persons unaware of the Bridge. This finding is consistent with a trend found throughout the study. While this of course does not guarantee that all persons made aware of the Bridge would support its activities, it does tend to suggest that conclusion.

Alvis House

Alvis House consists of a three-house complex located at 971, 844, and 868 Bryden Road, Columbus, Ohio. These houses are all quite large, and the cost of each house (including renovation costs) was \$28,000 for the first house, \$19,500 for the second house, and an estimated \$19,500 for the third house.

The first facility has seven bedrooms, kitchen, living room, recreation room, and three offices. The second facility has six bedrooms, recreation room, four offices and one conference room. The last house is expected to have eight bedrooms, eight rooms which will be used for office space, and an additional five rooms which will be used for residential space. Although all of the third house is not yet ready for residents, the three-house capacity will be approximately 60 beds.

Residents of the Alvis House expressed a somewhat negative attitude toward their surrounding neighborhood. Almost half of the men interviewed said the neighborhood was not friendly, 84 percent of the men said they were not treated fairly by the neighbors, and 70 percent of the men said that they spoke with no one in the neighborhood.

When asked what they thought people in the neighborhood felt about the men in Alvis House, 50 percent of the men said that most people "don't even know we're here." The other half of the men were equally divided, with 25 percent responding that they were accepted or liked by the neighbors, and 25 percent responding that they were disliked.

More than a third of the residents (37 percent) reported having considerable difficulty in getting to their jobs. Although Alvis House is located near a public bus line, bus travel to several areas in the city is very inconvenient, requiring several transfers if it is even possible to get to your destination by bus.

When asked if they liked the location of Alvis House, 60 percent of the residents said "no," 22 percent responded "yes," and 18 percent said that the location "didn't make any difference." When asked if they thought the neighborhood had assisted in their re-adjustment, 69 percent said "no," 18 percent said "yes," and 13 percent said "yes, but it could have been better."

Residents were asked to specify the reasons why they felt the neighborhood had or had not been helpful, and to offer suggestions on what type of location might have been more desirable. A significantly large majority of the men (71 percent) responded that they felt that Alvis House was in a bad section of town, and often referred to it as a ghetto.

Overall, the men of Alvis House expressed a very negative attitude toward their surrounding neighborhood. The average attitude scores for all residents in the Ohio sample was 24, with a median of 23. The average Alvis House resident score was 20, with a median of 18.5.

Analysis of the data collected from the residents in the surrounding neighborhood of the Alvis House is somewhat difficult in light of the halfway house residents' responses and because several inconsistencies were found in the respondents' questionnaires. Overall, the attitude of the neighborhood appears to be very favorable toward the Alvis House.

Seventy-seven percent of those interviewed were aware of the halfway house and 100 percent of the respondents said they are in favor of having a halfway house in their neighborhood. However, respondents did not feel their neighbors in the community were aware of Alvis House or would be in favor of having a halfway house in their community.

Talbert House (McMillan)

Talbert (McMillan) House is located at 1005 East McMillan Avenue in Cincinnati. It is a large old house which was purchased and renovated in 1969 at a cost of approximately \$40,000. The house has six bedrooms (triples and doubles), three and a half baths, a dining room, living room, laundry room, recreation room, kitchen, and two offices. Although McMillan House is a considerable distance from the downtown Cincinnati, there are many recreation facilities and shops in the area, and a bus route is immediately available. Demographic characteristics of this neighborhood are very similar to the average halfway house neighborhood, as can be seen from Table 40.

The men of McMillan House expressed no strong feelings when questioned regarding the location and environment of the House. A majority of responses to questions were neutral. The men were equally divided on the question of whether the setting had helped them readjust to living in the community, half feeling it had, with the other half feeling it had not. The men were also equally divided on the question of whether the neighborhood was like the one they were "used to," with half agreeing and half disagreeing with the question.

Perhaps the most negative comments given by the men came in response to the question regarding their assessment of the neighborhood's attitude toward the McMillan House residents. Fifty percent of the men said that "most people don't even know we're here." The remaining 50 percent of the men reported that they thought they were disliked by most people in the neighborhood.

The above response is particularly disturbing in light of the data obtained from interviews with neighbors of the halfway house. An analysis of this data indicates that the neighborhood around McMillan House may indeed have a negative attitude toward the House and ex-offenders in general.

The majority of neighborhood residents (66 percent) were aware of the McMillan House and of these people, 66 percent were opposed to having a halfway house in the neighborhood. This finding is in marked contrast to the previously noted trend which indicated that most halfway house support came from persons who were aware of the house.

The neighbors interviewed were also rather negative on other important questions. Fifty-five percent of the respondents indicated they thought having a halfway house in their neighborhood would make it unsafe for their children. On the question of whether violent offenders should be allowed

to live in a halfway house, 33 percent said "no," 33 percent said "yes," and 33 percent were undecided.

Neighborhood residents indicate strong negative attitudes toward the concept of halfway houses. In a sector adjacent to Talbert McMillan, responses were also very negative. It should be noted that both these sectors have very low socio-economic status scores.

Talbert House for Women

Talbert House for Women is located at 334 McGregor Avenue in Cincinnati. The house is modern and comfortable, having been completely renovated in 1971 at a total cost of approximately \$33,000. The facility has seven double bedrooms, one single bedroom, four full baths, two half-baths, a dining room, kitchen, recreation room, laundry, living room, snack kitchen and general "rap" room.

The house is located in a highly residential area. The neighborhood is also highly transient, with 71 percent of the residents having moved into the area within the last five years. In comparison to all of Cincinnati, as shown in Table 40, the neighborhood is well below average in income, education, and occupation.

The women of Talbert House spoke relatively unfavorably about the neighborhood surrounding their house. Less than half of them felt the neighborhood was friendly or treated them fairly, and 67 percent said they spoke with no one. None of the women indicated liking the location and a surprisingly large percentage (56 percent) indicated that "it didn't make any difference." Ninety percent of the residents said that the setting had not helped with their re-adjustment process. The residents did rank the house positively for its accessibility and central location. All the women

said that they could easily get to their jobs and other necessary agencies. Although the downtown area is several blocks away, transportation is no great difficulty as the house is located next to a major bus route.

When asked for specific comments on the neighborhood, 60 percent of the women remarked that the house was located in a bad part of town and that the area had a "bad" racial imbalance.

Data obtained from residents in the neighborhood surrounding Talbert House for women were very similar to data obtained from the McMillan House area. The majority of the neighborhood was aware that the house existed, and of these people approximately two-thirds opposed having a halfway house in their neighborhood.

Most neighborhood residents interviewed thought a halfway house should not allow violent offenders to live there and a slight majority thought having a halfway house in their neighborhood would make it unsafe for their children. Most were undecided as to whether a halfway house would lower the property value of the neighborhood.

Overall, residents in the neighborhood surrounding Talbert for Women expressed the most negative attitude toward halfway houses and criminal offenders of all the communities sampled in the study.

Talbert House (Wesley)

Talbert (Wesley) House is located at 1062 Wesley Avenue. This large three-story brick house was a priest's residence before the Catholic Church donated it to Talbert House for use as a halfway house. The house has a living room, TV room, and offices on the first floor, laundry facilities and a recreation room in the basement, and living quarters upstairs which can house up to 18 men.

Wesley House is located in a metropolitan housing area. The area has no single residency units, and consists entirely of apartment complexes and abandoned buildings waiting to be torn down. As illustrated in Table 40, this neighborhood has a lower socio-economic status score than the average halfway house neighborhood included in the study.

Residents of the Wesley House generally expressed negative attitudes regarding the location of the house. None of the men said that they liked the location, and 72 percent of the men reported that they did not believe the neighborhood had helped them readjust to living in the community. All of the men disagreed with the statement "This is the type of neighborhood I am used to," with 85 percent strongly disagreeing.

The specific comments given by the residents most frequently were that the house was located in the worst part of town and that they had no contact with the community. No survey of community residents' attitudes was taken, and therefore no correlation between house and community residents can be made.

Denton House

Denton House, located at 150 Furnace Street in Akron, was constructed only nine years ago at a total cost of approximately \$100,000. The house has 11 double bedrooms, two single bedrooms, a lounge, recreation room, kitchen, two offices, and the resident superintendent quarters, thus making it one of the larger houses included in this study. Denton House also uses the Central YMCA in downtown Akron for administrative offices as well as resident quarters.

The downtown area of Akron is only three blocks away from the Furnace Street house, and although the neighborhood used to be a residential area,

it is presently rather vacant with only a few small businesses, warehouses, and a few nearby residents. The characteristics of the residents who live in this neighborhood are similar to those for most other halfway houses, as can be seen in Table 40. In comparison to the city of Akron, this neighborhood is well below average.

The non-residential character of the neighborhood surrounding Denton House was reflected in the responses given by the house residents regarding their attitude toward the community. Unlike the residents of any other house in this study, the majority of the men from Denton House responded that they were "undecided" when asked to assess various specific characteristics of their neighborhood. Most men did say that it was not the type of neighborhood they were "used to," and 81 percent of the men reported that they spoke with no one in the neighborhood.

When asked to assess the overall attitude of the people in the neighborhood toward the men of Denton House, 62 percent of the residents said they did not think most people even knew they were there. Another 24 percent of the men said that they believed they were accepted by the neighbors, and 10 percent of the residents reported that they thought they were disliked.

Responses to questions concerning the house's accessibility to agencies and jobs suggest that the men feel the House is in a very convenient location. Seventy percent of the men said they could walk or get a bus to work, and 94 percent of the men responded similarly about contacting various agencies or other facilities.

When the residents were asked if they felt living in this neighborhood had helped their readjustment, 67 percent of the men said "no," and 33 percent said "yes," while 5 percent of the latter said it could have been better. When asked for specific comments on why the neighborhood had or had not

helped in their readjustment, the men provided a wide range of responses.

Of those responding positively:

- 21 percent said that they enjoyed the secluded area because they didn't get "hassled" and it provided them with a chance to re-adjust "a little bit at a time."
- 14 percent said the location was very convenient to work, agencies, and recreation.
- 9 percent felt that the friendliness of the people had helped them.

Of those responding negatively:

- 73 percent said that there was "nothing here," that it was a totally non-residential area and that more real contact with the "community" was needed.
- 21 percent reported that they thought a halfway house should be in a better part of town, with a better racial mix.
- 21 percent simply said it was a "bad neighborhood."

Since there are so few neighbors in the immediate vicinity of the Furnace Street House and the YMCA residence is downtown rather than in a residential area, no community survey was attempted. Denton House has (since the time of the survey) opened a new residence, but survey data is not available.

Fresh Start

Fresh Start House, located at 4807 Cedar Avenue in Cleveland, originated several years ago with a \$20,000 grant from the Ratner Foundation. The facility is a large renovated old house with ten double bedrooms providing a maximum occupancy of approximately 20 men. Fresh Start has recently expanded their program and have opened another house at 2219 Payne Avenue.

The original house is located on the edge of Cleveland's Hough area and, as can be observed in Table 40, the neighborhood is one of the poorer areas. Even though Fresh Start is located in an extremely low socio-

CONTINUED

2 OF 3

helped in their readjustment, the men provided a wide range of responses.

Of those responding positively:

- 21 percent said that they enjoyed the secluded area because they didn't get "hassled" and it provided them with a chance to re-adjust "a little bit at a time."
- 14 percent said the location was very convenient to work, agencies, and recreation.
- 9 percent felt that the friendliness of the people had helped them.

Of those responding negatively:

- 73 percent said that there was "nothing here," that it was a totally non-residential area and that more real contact with the "community" was needed.
- 21 percent reported that they thought a halfway house should be in a better part of town, with a better racial mix.
- 21 percent simply said it was a "bad neighborhood."

Since there are so few neighbors in the immediate vicinity of the Furnace Street House and the YMCA residence is downtown rather than in a residential area, no community survey was attempted. Denton House has (since the time of the survey) opened a new residence, but survey data is not available.

Fresh Start

Fresh Start House, located at 4807 Cedar Avenue in Cleveland, originated several years ago with a \$20,000 grant from the Ratner Foundation. The facility is a large renovated old house with ten double bedrooms providing a maximum occupancy of approximately 20 men. Fresh Start has recently expanded their program and have opened another house at 2219 Payne Avenue.

The original house is located on the edge of Cleveland's Hough area and, as can be observed in Table 40, the neighborhood is one of the poorer areas. Even though Fresh Start is located in an extremely low socio-

economic status neighborhood, the residents expressed a positive attitude toward their neighborhood location. All of the men thought the people of the surrounding neighborhood were friendly and treated them fairly. The men generally stated they liked the location of the house, and felt the surroundings had helped them readjust to living in the community. The majority of the men also commented that it was the type of neighborhood they were "used to."

When the residents were asked to give specific reasons why they felt the neighborhood had helped them readjust, the men frequently said that several neighbors had once been residents of Fresh Start program and these persons provided positive examples of what the program could do. The use of volunteers was mentioned by the men as being helpful and an important factor in their readjustment. The men frequently compared their neighborhood to adjacent neighborhoods and felt that they were "better off than other parts of this area."

Helping Hand

Helping Hand Halfway Home, Inc., consists of three houses located at 1827 East 63rd Street, 1839 East 85th Street, and 1874 East 82nd Street. All the houses are located in Cleveland's much-publicized Hough area. The 85th Street facility houses most of the men. It is a very large renovated three-story structure with a maximum capacity of over 30 men. The house is clean and pleasant with a well-kept lawn. Besides the usual facilities found in most halfway houses, such as recreation rooms and laundry facilities, Helping Hand also has a library.

Because all three houses are located within the same area and are of relatively similar appearance and vintage, they will be considered as one unit for the sake of analysis.

The accessibility of the houses to jobs and community agencies appears reasonably good. All the men who had jobs reported that they could either walk to work or take a car or bus. Very few men reported having any contact with community agencies, but those who had made contact said transportation was no problem.

Residents of Helping Hand expressed negative comments about their treatment within the neighborhood. Less than half of the men said they thought they were treated fairly by the neighborhood and only a third reported that they thought the neighborhood was friendly. The majority of the men also reported that they spoke with no one in the community.

The men were evenly divided on the questions of whether or not they liked the location of the house or were used to this type of neighborhood. When asked if living in this neighborhood had helped them readjust to living in the community, 67 percent reported that it had not, and 33 percent said they believed it had been helpful.

Residents were asked why they thought the neighborhood was or was not a helpful setting. Responses ranged from, "the location is all right," to "this is a ghetto." One individual summed up the feeling of many residents when he said, "The house is in the middle of a high crime district, thus making it easier (for us) to get back into things as (we) were before. It would be better if we could see something which gave us hope and something to work for."

Conclusions and Recommendations

Conclusions can be drawn from analysis of the data of house residents' attitudes toward the house neighborhood setting and community residents' attitudes toward the halfway house. It is apparent that residents do

respond to community attitudes, have specific feelings regarding their acceptance in the neighborhood, and enjoy or would enjoy interaction with residents of the neighborhood other than halfway house residents.

There are several houses, mainly those in the lower socio-economic range of house locations, where neighborhood residents are not aware of the halfway house or do not approve of having a house in their area. Fresh Start, however, proved an anomaly to this general conclusion in that the house has as low a socio-economic score as any other houses studied, yet residents respond very positively to the neighborhood, and it appears the area is very supportive of the house.

From analysis of survey data, it appears that halfway house resident attitude is significantly correlated to the community attitude score. In houses such as Vander Meulen, Fellowship, and the Bridge, residents had very positive feelings about the neighborhood and the community residents were highly supportive of the house. However, houses such as Talbert McMillan and Talbert for Women resulted in low house resident attitudes toward the neighborhood corresponding to a low community attitude score regarding halfway houses.

The conclusions indicate the need for recommendations to improve certain house-community relationships, and to have houses take advantage of support when it is provided them by the community. In those areas where community residents are not supportive or accepting of the halfway house, house administrators should make an effort to improve relations with the community. Perhaps a low-keyed public relations campaign, emphasizing the benefit of community correctional programs and the nature of house programs, would serve to lessen community apprehension of houses which is probably due to uneducated notions of halfway houses and ex-offenders. It is important

that good relations between the house and the neighborhood exist, since this relationship has been shown to have a significant effect on resident attitudes.

Those houses with existing community support should take full advantage of this support and involve the community even more in the house operations. Neighbors could be invited to the house for small social gatherings and asked to volunteer some time for assisting the house. When it is possible, the house should be tied closely to the neighborhood. This will not only improve the house and area milieu for the residents, but will also provide the house a valuable base of support within the community.

Notes from Chapter IX

1. John M. McCartt and Thomas J. Mangogna, Guidelines and Standards for Halfway Houses and Community Treatment Centers (Washington, D.C.: U.S. Government Printing Office, 1973), p. 43.
2. Ibid., p. 48.
3. This is one of the arguments presented in opposition to attempting to place halfway houses in "better" neighborhoods.
4. Multiple responses were possible, allowing the total percentage to exceed 100 percent.

MANAGEMENT STUDY OF OHIO HALFWAY HOUSES

This section examines the management operations of halfway houses in Ohio. Such management operations are viewed in terms of both internal and external relationships. Contrary to popular opinion, there are many variables which affect the operation of halfway houses which are not easily identifiable in terms of internal management but stem instead from external factors which bear functionally interdependent relationships with halfway house operations. For example, because halfway houses depend upon other organizations for the provision of clients, the relationship with the provider organization is functionally related to the halfway house management in a way in which is crucial to the success of the management of the house. Likewise, the provider organizations depend upon the halfway house to contribute to its success. Thus, a reciprocal relationship exists between the two organizations. Other examples could be provided by an examination of the relationships of halfway houses to community resources, regulatory agencies, etc.

Of the eight halfway house systems, Helping Hand is not represented in this examination. The remaining seven houses are treated separately. Each house presents different management problems and has different needs and therefore will be examined separately.

A Guide to Basic Management Concepts

This section is designed to help the reader-user to better understand and utilize the findings and recommendations presented in this paper. As a kind of primer, this section describes the basic concepts used and relates the concepts to basic roles in an organization.

Board

The board of directors or trustees is the group of people who should

provide the long-range direction for the halfway houses. The board makes decisions regarding future plans, policies, rules, regulations and general procedures. The board may also be used to help secure finances and materials.

Usually the bulk of work of the board of directors is done through both standard and ad hoc committees. For examples, the boards of directors should have standard committees like Policy, Personnel, or Finance. On the other hand, temporary or ad hoc committees may consist of attempts to initiate special projects to solve immediate problems (e.g., raising money for expansion of the program). Denton House has an advisory committee consisting of professionals only to carry out their operational plans.

Because the board of directors is concerned with planning for the halfway house, the membership must be capable of helping with this planning. Some persons that are in the best position to help with planning include bankers, policemen, lawyers, and ministers. It would even be best to reserve places on the board for all of the planners and try to stagger the election of board members so as to take advantage of (a) planning needs and (b) experience.

Adult Parole Authority Halfway House Coordinator Program

This state-wide organization should be designed to provide information and other services to all halfway houses in the state. Services such as identifying monetary sources, developing statewide programs and policies, and representing halfway houses to the legislature are all roles for this Adult Parole Authority (APA) organization which could increase their effectiveness. Halfway house directors should seek to establish the APA Coordinator's program as one that the houses can look to for guidance, funds, and assistance to stabilize their environments.

At the same time, however, it should be recognized that the APA Coordinator's program has limited resources with which to help the halfway houses. The house directors could perhaps seek to expand the role of the APA Coordinators.

Structure of the Halfway Houses

The structure of an organization can be considered the arrangement of people and things in a way designed to conduct the work of that organization. For example, hierarchy, departments or units, centralization and decentralization, are all examples of structure. Below are brief attempts to explain the meaning of the "structural concepts" above:

1. Hierarchy refers to the distribution of authority in the organization. Most organizations have the greatest amount of authority at the top level in the organization while the least amount of authority at the lowest level. For example, the Board of Director would have most authority, the Managers (director and supervisors) would have the next amount of authority and non-supervisory employees would have the least amount of authority in the hierarchy.

2. Departments or units are arranged so as to put people or things together that are related to each other. By putting those people and things together, cost is reduced for the organization. Most large organizations have many departments while smaller ones may have single people performing different tasks without departments.

3. Centralization versus decentralization are two of the key concepts used in this section. Essentially, an organization is decentralized if it allows the decisions and activity of the organization to take place at lower levels in the organization. For example, the personnel system would be essentially decentralized if the hire/fire decisions were made by co-workers or the supervisor rather than the house director. On the other hand, personnel would be centralized if the house director made those decisions.

While most of the houses in this study were centralized (e.g., one or two people at the top of the organization made most of the decisions), it should be noted that decentralization should be used by organizations if it is felt that some decisions can or should be made better at the point of the

activity rather than by the director. That is, for example, rules for how to treat residents may be made on an individual basis by the counselor or employee who works with the resident rather than by the house director. Such rules could include bed-time, employment or use of free time. The authority of the house director would be decentralized (delegated) to the counselor for certain decisions in that case.

4. Division of labor is another structural concept. It refers to the fact that people perform different jobs in an organization. Some people, for example, are secretaries, counselors, volunteers, directors, etc. All jobs are needed to perform the work of the halfway house but the work must be divided. These may even be different work performed by different professionals (e.g. lawyers and probation officers). Managers are usually the people who coordinate the work performed by the different people.

Thus, as hopefully seen, structure of the halfway houses is simply the arrangement of the people (social)/thing (technical) system in order to achieve the goals of the organization.

Processes of the Halfway Houses

Supervisor behavior is one of the processes studied in the halfway houses. In general, the supervisor's behavior is important because of the impact the supervisor may have on the performance and satisfaction of the employees. The supervisor's behavior was characterized as "consideration" which is defined as:

"Supervisory behavior which is supportive engendering mutual support and warmth among employees, inducing mutual trust and participation."

"Structure" leader behavior, on the other hand is characterized as:

"Supervisory behavior that is concerned with clarifying the job to be done, making elaborate work plans, scheduling and in general concentrating on the processes of getting the work done."

Supervisors have some consideration and structure. In this halfway house study, the typical supervisor behavior patterns was high consideration and moderate structure. The most effective kind of supervisory behavior is that halfway house supervisors tend to improve their structuring behavior.

Conflict was also studied as a process in this evaluation. In general, conflict occurs between people or tasks. In this study, conflict between people was the focus. It should be noted that conflict can be functional or dysfunctional. Functional conflict occurs when achievement of the goals are enhanced (e.g., competition for having the best program). Dysfunctional conflict occurs when goals are not enhanced (e.g., when competition leads to sabotage or refusal to work together).

Participation is an important process in this study which deserves attention. If employees are allowed to participate in primary activities of the houses, the satisfaction and responsibility and employees could improve. Employee performance could also improve. In general, employees are more involved and accountable for their work if they have a greater stake in its development and structure. Participation should be increased by halfway houses in the following areas:

1. Decision-making. Allow employees more opportunity to make decisions affecting their work. Decentralize this process.
2. Planning. Employees should be allowed to help formulate plans for the house. Such planning includes budget, program and administrative areas.
3. Staff evaluation. The employees should be permitted to help plan their performance goal with the supervisors. Mutual identification and development of goals would induce greater loyalty and more concrete agreement on achievement or the lack thereof.
4. Goal setting. Employees should help to set their individual work goals. The goals of the house should be discussed with employees and divided up, based upon mutual agreement.

Motivation

Motivation is the concern with why a person behaves as he does (e.g.,

what is the "motive" for work). Thus, managers of halfway houses should be interested in the motives of employees because they help to explain and prescribe how to induce desired employee behavior.

This study has used the motivator-hygiene theory to explain employee motivation. Essentially, motivators are elements of the job that satisfy the employee such as promotion, responsibility, recognition, and achievement. These motivators tend to be ones over which employees have some control. If employees receive these motivators in their jobs, according to the theory, they will be better performers. On the other hand, however, hygiene factors are ones which employees cannot control as easily, such as the supervisor's behavior, working conditions, pay, and policies.

Halfway House Management Evaluation

Alvis House

Board of Directors

Questionnaire responses by the board members indicate a good relationship with the director. As to the boards rights and responsibilities, one member responded that the board had "total control and supervision of administrative affairs," while the second responded that the board "approved and disapproved programs." This would tend to indicate that there is not a clear delineation of board responsibilities. There is not enough data, however, to come to any conclusion on this point. Both board members reflected an unwillingness for board involvement in program activities.

Supervisor Behavior

Overall, employees rate their supervisors as moderate in consideration and moderate in the initiation of structure. Though this pattern is not typical, it does not in itself represent a sign of pathology.

House Structure

Four of six employees were aware of the existence of an organizational

chart. Three of six indicated that this present structure does not work well. These findings are consistent with the director's response that the present structure is inadequate and presently in the process of revision.

The house director also presented a very sound argument for the inclusion of a position of "internal security officer" within the proposed new structure.

It is recommended that no haste be lost in the present restructuring activities and if funds are available, that the new structure include the position of "internal security officer."

House Management Processes

1. Decision-making

The responses indicated that staff did not view themselves as active in the decision-making process but that this was primarily a director/board responsibility. The director viewed staff as making decisions in program and operational matters.

The responses from the staff indicate that conflict is a factor in the decision-making process, of the 5 respondents--1 answered always, 2 answered often, and 2 answered occasionally. The director's view of conflict was occasionally.

2. Planning

The employees appear to recognize their role in the planning of house activities and setting program goals. The director's response relating to involvement frequency and participation of staff in formal planning indicates that he views planning as an annual process (e.g., a budgeting process) which sometimes involves staff participation. Goal setting was indicated as a process in which the staff and director share involvement.

3. Evaluation

The responses indicate that employees recognized a well-defined performance evaluation system. Their responses also indicate knowledge of

the program evaluation system and their role in this process. The director's responses are consistent with the staff's on both personal performance evaluation and house goals evaluation.

Employee Perceptions

The degree of employee dissatisfaction is high. This is particularly evident in relation to the way house policies are put into practice, pay and the amount of work, working conditions, and the way co-workers get along with each other.

It was previously stated that the supervisor behavior pattern of moderate consideration and moderate initiation of structure, though not the typical pattern, did not represent a pathological situation. There was then noted a relatively high degree of conflict and a high degree of employee dissatisfaction. This dissatisfaction is unusual in that the areas of greatest concern are directly related to the previous findings on supervisor behavior and conflict. (Pay may be discounted from the analysis due to the fact that pay always rates high on this scale.)

Data do not exist upon which to make any causal propositions concerning this "supervisor behavior, conflict, satisfaction" triangle. However, it does exist, and the three are definitely interrelated. It may be speculated that the present structure is directly related to the existing conflict and that the conflict is related to the dissatisfaction. Thus the proposed change in structure might have the effect of a reduction in the severity of the interactions within this triangle.

The Bridge House

Board of Directors

The findings indicate that the role of the board is not clearly defined. This is due in the most part to the "inside" nature of the board. The relationship between the board and the house is very good. The lack of a

clear definition of the role of the board is not dysfunctional in an "organic" organization such as this.

Supervisor Behavior

In essence, employees rate their supervisors as high in consideration and moderate in the initiation of structure. This is the typical pattern for this type of organization.

House Structure

When asked if there was an organizational chart, all staff responded in the negative. The director responded that there is a chart which does in fact exist, though not in the formal sense of it "being hung on the wall."

According to director responses, the board should play a more active role in policy. These findings begin to indicate that structure and role relationships should be more clearly defined.

If the house grows to any appreciable degree, a clearer definition of structure and roles will be required. This is to say that the present "organic" structure cannot be maintained if appreciable organizational growth is desired.

House Management Processes

1. Decision-making

The staff responses indicate their role in the program and operations level of decision-making is consistent with the director's perceptions of high staff involvement. Conflict is only occasional and is not an important factor in the decision making process.

2. Planning

The findings indicate staff involvement in the planning of house activities as well as program goals. This again is consistent with the director's responses to planning related questions. Both staff and the

director are involved in the goal setting process.

3. Evaluation

Two of the three employee respondents are aware of a personnel performance evaluation system. But according to the director, it is an informal and flexible system. Program evaluation appears to a combined effort of the staff and director.

4. Employee Perceptions

Employee satisfaction is quite high. The only grievance seems to concern pay, but this is always apparent in this scale. This high degree of satisfaction is undoubtedly linked to the "organic" structure.

Denton House

Board of Directors

The board of directors consists of 12 members with an additional 10 member professional advisory committee. A cross-section of community resource organizations are represented and the rights and responsibilities of the board are adequate. This is an ideal situation for this house.

Supervisor Behavior

In general, employees rate their supervisors as high in consideration and moderate in the initiation of structure. This is a typical pattern for this type and size of organization.

House Structure

Seventeen of twenty staff responded that the house does have an organizational chart. It was not possible to compare the perceptions of the charts as the sketches were not available. The director's response indicated the the role of the board and the relationships within the structure were clearly delineated. This is due to the explicit organizational chart and the knowledge of it on the part of the greatest proportion of employees.

House Management Process

1. Decision-making

From 20 employee responses and one director's response, the findings indicate that the staff views itself as an integral part of the house decision-making process. They appear to have a clear understanding of the boards role in setting policy, the director's role in administration, and the major role of staff in program and operations; and how decision making fits into this framework. This is again the result of the explicit organizational structure.

2. Planning

Both the staff and director recognize their roles in the planning of house activities and, further, in the setting of overall program goals. Findings indicate that both staff and directors view the staff meetings as an effective mechanism to involve everyone in the planning and goal setting process.

2. Evaluation

The findings indicate a variance in responses to the existence of employee performance evaluation system. Of 7 responses, 2 responded yes, 3 responded no and 2 were not aware of an evaluation system. From another group of 11 employees, 9 responded yes, 2 responded no to the existence of an employee performance evaluation system. There was also similar variance in the frequency of evaluations from monthly to yearly, and (by whom they were evaluated) from peers to director.

Some of the variance may be explained by the existence of various levels of job commitment, but there does appear to be confusion by employees concerning the type of system which is utilized.

Efforts should be made to clearly delineate the type and timing of employee evaluation to the individuals involved. In order for an employee

to direct his efforts in a manner which will further house goals he must clearly understand:

- a. what is expected of him;
- b. how his performance will be measured (i.e., the timing and criterion); and
- c. receive feedback which is directly supported by and/or linked to the reward-sanction system.

Employee Perceptions

There is a very high degree of employee satisfaction. The only concerns brought forth were those of pay and a chance to make use of one's abilities under the job title of "counselor." It is suggested that the above mentioned effort to more clearly delineate the type and timing of employee evaluation and its relationship to the reward-sanction system, will improve employee satisfaction with pay. Secondly, it is recommended that the job description of the position of counselor be reviewed in an effort to make the duties more challenging to the individuals involved.

Fellowship House

Board of Directors

The board presently consists of nine members and is in the process of expansion to 15. A cross-section of representatives of community resources is sought in this expansion. Board rights and responsibilities are sufficient and discharged. With this expansion a new vitalism has influxed the board and it has become more active.

1. Planning

Short range planning (program) needs seem to be adequately handled by the weekly staff meetings. The frequency (monthly) of formal fiscal planning is rare in this type of organization. This indicates that the executive committee is very active and affords great flexibility to the organization.

2. Evaluation

The monthly evaluation of employees seems adequate. However, a lack of returns of questionnaires from employees leaves this area lacking data from which to form any definite conclusions.

Fresh Start

Board of Directors

The board of directors consists of seven self-selecting members with indefinite terms of office. The members reflect the community resources needed by the house. The rights and responsibilities of the board seem sufficient and are discharged. The board occupies itself with a fiscal role, delegating program responsibilities to the director, with whom it has good working relations. Extant situation seems satisfactory for this house.

Supervisor Behavior

The director has a B.S.B.A., and 13 years in Alcoholics Anonymous. There is a congenial relationship between the director and the two employees (house directors). The directorship is not a full-time position, nor need it be in order for the house to function adequately, since 99% of the counseling is done on a one-on-one basis by Alcoholics Anonymous volunteers and the house directors. The present situation is quite adequate.

House Structure

Present house structure is adequate under funding constraints. However, if funds become available, the inclusion of a secretary and full-time cooks would be desirable.

House Management Processes

1. Decision Making

The process is of the usual type found in an organization of this

size and complexity and is adequate.

2. Planning

The weekly staff meeting in which employees participate is adequate for this organization.

3. Evaluation

No formal employee evaluation system exists. With only two employees the creation of a formal evaluation system is not recommended. However, the board of directors should initiate a committee to formally review house goals and direction (policy) on a yearly basis.

Talbert House

Board of Directors

A brief profile of the experience and educational background of the 5 board member respondents (4 male, 1 female) is as follows:

- a. An attorney and presently serving as city prosecutor
- b. A clinical psychologist with experience in correctional work
- c. A Harvard M.B.A. and in business management
- d. An accountant and volunteer probation officer
- e. A.C.P.A. and treasurer of Talbert House

The questionnaire elicited responses which can be categorized into two subject areas: the board/director relationship; and the board/director's perception of the board's duties and functions.

The board/house director relationship responses from board members were very good with the exception of one good rating. Responses from two directors also indicated good and very good board/director relationships. Response to the existence of conflict between the board and house directors was either none or seldom. One board member explained his response as a philosophical difference in program direction. The findings, therefore, suggest a good board/house director relationship with a minimal amount of conflict.

The findings from the responses to the questions related to board

functioning indicate varied perceptions by both board members and the house directors. There is a consensus as to the board's responsibility in fiscal management. Board member questionnaire responses as to their responsibilities include public relations, fund raising, and personnel policies. Although these responses are relevant, none of the responses were consistent. This would indicate that an extensive division of labor exists within the board with different individuals specializing in different tasks. The two directors' responses indicated more consistency, viewing the board as active in funding matters and in executive recruitment. The present relationships seem to be working well.

Supervisor Behavior

Overall, employees rate their supervisors as high in consideration and moderate in the initiation of structure. This pattern is typical of many organizations of this type, thus there is no indication of a problem here.

There does seem to be a possibility of an overload situation developing for the executive director and assistant director if the organization's programs expand much further. This condition will develop as a result of the present decentralized structure, in which the semi-autonomous programs are divided approximately equally between the two directors. The addition of a few more programs to either of the two directors will result in a work load which would be too large for one individual to handle.

If more programs are added it will be necessary to either add a second assistant director, or for the present directors to delegate some of their present decision-making activities to lower echelons in order to maintain their work loads within reasonable limits.

House Structure

Employee response to whether there was an organization chart was "no", while the directors responded "yes". In regards to the role and support

which the board lends to the structure, it is interesting that the two directors disagreed on the area in which the board should emphasize its role. One responded administration while the other responded program. The findings seem to indicate that the perception of structural relationships does not exist beyond the board and the executive directors. Also, at the level of individual house director the perceptions of the roles and relationships within the structure are not perceived as being clearly defined. This lack of the perception of structural relationships on the part of employees may indicate that the individual house directors view the flexibility of a small staff of greater value than structural relationships.

House Management Processes

1. Decision-making

The findings indicate that although the director looks to staff for decisions in program and operations, the staff views the director as the decision-maker. This is further supported by the response by both employee and director that conflict seldom arises during the decision-making process. Both staff and house directors feel comfortable that all relevant information is utilized in the decision-making process.

2. Planning

As in decision making, the staff does not perceive themselves as playing a significant role in the planning process. Employees do not appear to have an understanding of the setting of program goals and objectives and how their functions fit within that framework.

3. Evaluation

The findings indicate the Talbert House has an annual staff performance evaluation process. The process is a peer evaluation system. On the evaluation of house goals, the director views it as a continuous process

and utilizes staff meetings for this purpose, whereas the employee sees goal setting as an annual event into which he has minimal input.

Recommendations

An effort should be made to make it explicitly clear to employees the roles that they play in decision making, planning, evaluation, and goal setting. This might be accomplished by way of staff meeting conversations of a formal policy statement (and put it in writing).

Employee Preceptions

Overall employee job satisfaction seems adequate with the exception of three job titles: secretary, night counselor, and cook. Major areas of concern to the secretarial group center around "hygiene factors" (feelings of accomplishment, praise, congeniality of co-workers).

Night counselors are most concerned with areas such as: pay, advancement opportunities, steady employment and opportunity for challenging work. The classification of cook is wrought with all of the problems of this general type of low skill position when it is being occupied by an individual whose capabilities far exceed those necessary to perform the job's function.

It is recommended that job descriptions and pay scale of the above mentioned classifications be reviewed in an effort to reduce the inherent dissatisfaction causing factors within them. The secretarial group should be given an injection of "hygiene". Night counselors might receive a slight pay increase and an opportunity to move to a more challenging day-time position as a form of promotion (ideally on a more rapid basis than has taken place in the past).

Community Resources

The findings indicate that a variety of community resources are utilized occasionally (Bureau of Employment Services, medical, psychological counselling, and more). There appears to be a consensus as to the need to increase the

effectiveness of employment counseling and job placement.

The directors' responses appear to disagree on the utilization and effectiveness of the APA Halfway House Coordinators. One respondent feels that the contact is very useful in some areas and maintains weekly communication. The second respondent does not value the contact with the APA. Both suggested future directions for the APA in the areas of fund raising and in-service training.

Vander Meulen House

Board of Directors

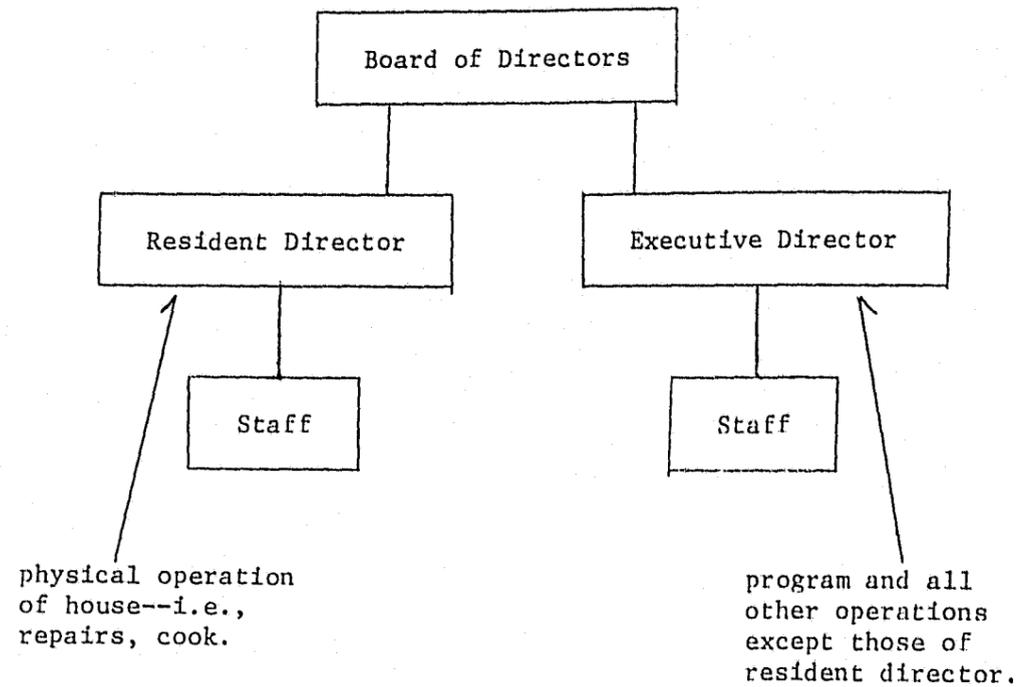
The board of directors consists of seven self-selecting members with an indeterminate term. The board meets once a month and plays both a program and fiscal role. The rights and responsibilities of the board are sufficient. Board membership does not reflect the full range of community services needed by the house.

Recommendations are as follows:

1. Increase the size of the board to include a greater spectrum of people associated with community services which would be useful to the house.
2. Set a definite term of office for members, with a re-election provision.
3. The board shift its involvement toward greater emphasis on policy and fiscal matters and away from program and operational matters, delegating the latter to the executive director. The increased efforts should be specifically aimed at external community relations policy and finances.

House Structure

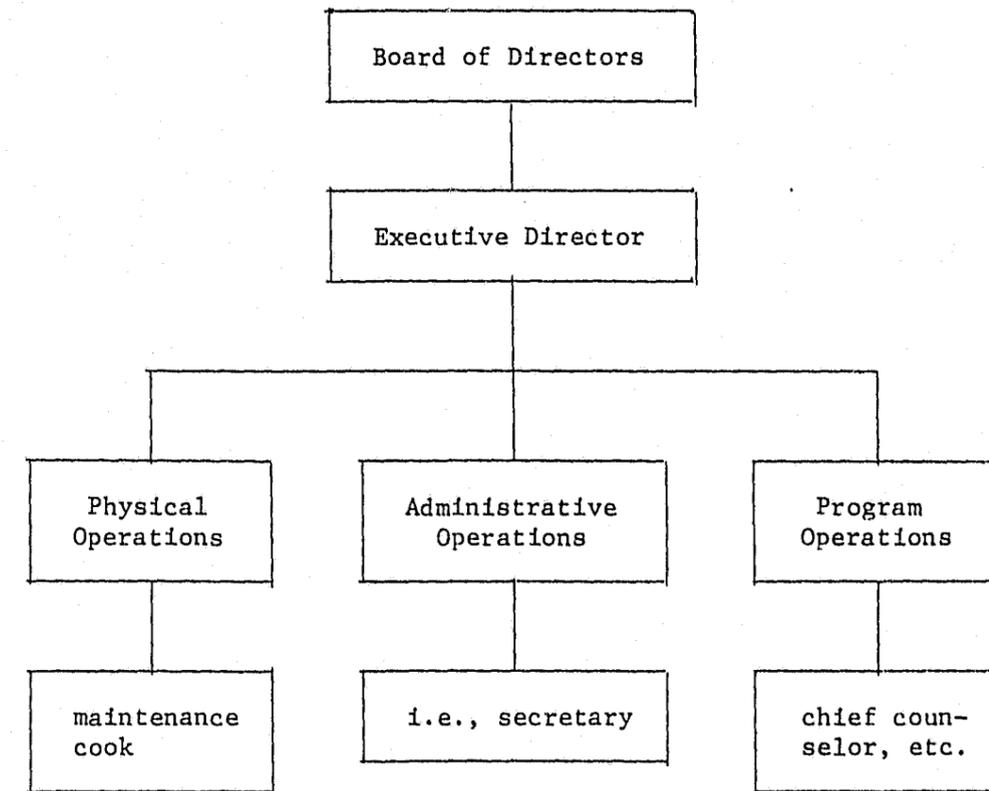
The present organizational structure consists of a resident director and an executive director, both of whom report directly to the board of directors.



This quasi-functional structure for such a small organization is dysfunctional in that it has led to a constant "kicking upstairs" of simple operational decisions (i.e., coordination via hierarchy) which has resulted in a conflict-producing situation.

The present structure has also created a situation open to the over-staffing of some areas and understaffing of others. This would result in a skewed pattern of funds disbursement. Data to analyze this possibility are not available, therefore it is recommended that costs for each functional area be examined to determine if any area is excessively high and if this extra cost is the result of overstaffing.

In addition to that stated above, it is recommended that a more simple structure with definite, non-overlapping lines of authority be created. A possibility for a new structure follows.



This structure will eliminate the dysfunctions which presently exist and will, in addition remove much of the program functions from the board of directors as previously recommended. It would also institute clear lines of authority and minimize the present conflict situation between the two house directors. The house could triple in size before this structure became dysfunctional.

Management Processes

1. Decision-making

Decision-making is presently too centralized within the board of directors. This is due in large part and as a direct result of the present structure.

2. Planning

Short range program planning seems adequate with weekly staff meetings. There is a lack of formal long-range program planning.

3. Evaluation

There is presently no formal employee evaluation system. Within organizational settings, in order to achieve even an acceptable degree of effectiveness and efficiency, employees must clearly understand:

- a. What is expected of them.
- b. How their performance will be measured.
- c. Receive feedback which is directly supported by and/or linked to the reward-sanction system.

4. Recommendations

a. Decision-making: the board of directors should delegate direction of program and administrative and fiscal areas of responsibility to the executive director (as per the recommended new structure). The board of directors should then concentrate on external relations, policy and finance in particular.

b. Planning: a planning committee should be established to fill the existing planning gap (perhaps a yearly budgeting process covering selection of program expansions, new personnel requirements, house improvements or acquisitions).

c. Evaluation: a formal evaluation system should be created. This could be accomplished by a committee of the board of directors. Either a 3 or 6 month interval would be appropriate.

Employee Perceptions

There is a considerable amount of employee dissatisfaction, due in the most part to the dysfunctionality of the present structure. The recommended change of structure will eliminate much of the extant dysfunctional conflict. However, the present level of dissatisfaction will inevitably have other

lingering dysfunctional effects, upon which it is impossible to comment on at this time.

Community Resources

Of the community resources available, all are used to the fullest extent possible, considering cost and internal constraints. The house is not a member of the local united community service organization.

All possible haste must be made in an attempt to obtain membership in the community service organization. In the proposed expansion of the board of directors, a conscious effort must be made to include individuals who have the necessary influence to help obtain this membership.

The APA Halfway House Coordinator Program

The impetus for an effective halfway house coordinator program was a federal grant awarded in 1971. The goals of the program were to:

1. increase the effectiveness of halfway houses and community correctional centers in Ohio, and
2. enlist the aid of the public in applying its resources in treating offenders in the community instead of in jails.

Primary emphasis has been placed upon the establishment of new halfway houses and the promotion of the concept of community-based corrections.

Over the three years for which the federal grant was in effect, the program was quite successful. The number of halfway houses in existence increased from seven to twenty, with the number of associated corporate entities increasing from six to ten. Funds allocations have increased (a legislative act) from \$40 thousand to \$240 thousand, and five additional new halfway houses are presently in the planning or implementation stages.

The program has provided publications, one of which is a newsletter with a circulation of approximately 400. This is the only such newsletter in existence at this time in the country.

Information and assistance are supplied to groups wishing to start a halfway house in the form of incorporation procedures, tax considerations as a none-profit organization, and staff guidelines. Other services include grant writing aid, training sessions, assistance in public relations, providing access to state agency to obtain surplus food and office furniture, acting as a liaison to administer per diem payments to houses from the APA, and indirect financial support via paying half the cost of a counselor for a new house.

The regulatory activities of the program consist of the monitoring, certification and inspection (on a yearly basis) of halfway houses.

The program coordinators feel that the future is bright for community based corrections and that the expansion of halfway houses will continue. An effort is under way to achieve a uniform \$12 per day subsidy payment to halfway houses for all clients served. This in place of the present \$7 per day for parolees and \$10.80 per day for furloughees.

Conclusions

It would be customary to suggest in a conclusions section that groupings of houses by client specialities might serve some important use. It would also be customary to point out useful generalizations that would help to suggest pervasive problems and/or successes of halfway houses in the State of Ohio. However, and instead, it is concluded that neither of the above could be posited based on the findings in this study. Halfway houses run the gamut, for example, from large and very sophisticated management operations in Talbert and Denton houses to a small and unsophisticated organization, such as Vander Meulen house. Of the smaller houses, the Bridge was by far the most sophisticated. The Bridge appears to have a model "organic" management operation. Because of the inappropriateness of the application of groupings or generalizations regarding the halfway houses in this study,

the results are presented strictly in terms of specific houses as units of study. Both the internal operations and external relationships of the houses are viewed as they relate to management. Recommendations have been made in several categories which are designed to improve the management operations of the houses.

CHAPTER XI
SUMMARY OF VOLUME I

This volume of the evaluation of Ohio halfway houses has been descriptive in nature. An attempt has been made to describe the development of halfway houses, the processes by which a resident enters a house, the programs and services the resident receives at the house, and the internal and external factors which are important to the ability of houses to have a beneficial effect on ex-offenders.

This chapter summarizes the important conclusions and recommendations as dealt with in the preceding chapters. Management recommendations are not included in this chapter, however, since recommendations are different for each house included in the study.

Each of the following sections is taken from the chapters which deal with each of the section headings. While the summary does focus on the major conclusions and recommendations, it is important for the reader of this report to do more than merely read this summary chapter. Conclusions and recommendations are more fully dealt with in each preceding chapter, and the reader should refer back to the chapter explanation as he considers each recommendation.

Goals and Objectives

There is general agreement by parole and probation officers and halfway house directors and staff regarding the goals of Ohio halfway houses. However, it appears that house goals are often developed by the individual initiative of the director. In order to establish goals that will be consistent and accepted, it is recommended that:

1. Those houses presently not utilizing a management by objectives goal setting process consider the usefulness of such a process in developing goals.

An objectives hierarchy has been presented. Although this presentation may not be relevant to all houses, the development of such a hierarchy forces administrators to consider the relationship of their primary objectives to the activities they feel will accomplish this objective. Therefore, as an instrument for planning a program design, it is recommended that:

2. Halfway houses consider developing an objectives hierarchy to assist them in developing a successful program.

Resident Entry to House

Residents enter the halfway house in several different manners. Parolees can be sent to the house following release from an institution, probationers may be requested by the court to reside in the house, federal offenders may serve a part of their sentence in a halfway house, furloughees may reside in the house while still classified as inmates, and some ex-offenders may ask to be allowed to reside in the house for their own benefit.

A large majority of house residents are in a transitional state from the institution to the community. Since inmates often themselves need to initiate a request to reside in halfway houses, it is important that accurate information be filtered to the incarcerated offender. To insure accurate and complete information reaches the incarcerated offender, it is recommended that:

3. The Ohio halfway houses work as a group in dispatching house staff to institutions. Houses in close proximity to institutions can interview prospective residents for all houses, and present information to individuals on a pre-release status.
4. Institutional social services be provided accurate information regarding halfway houses and be encouraged to relay such information to inmates developing release plans.

Needs of House Residents

There are several important needs of ex-offenders that halfway houses must be sensitive to and provide in order to be an effective addition to the correctional system. Ohio halfway houses have been found to provide a multitude of services that are seen by the resident as important to his reintegrative efforts. However, to improve services residents indicate as important, it is recommended that:

5. House staff increase their efforts to develop social programs in which residents have an opportunity to interact with non-offenders.
6. House staff conduct an initial interview with all new residents to determine their needs and reinforce their faith that the house can and will assist them in fulfilling these needs.

House Treatment Programs

Halfway houses offer a variety of treatment modalities in which they utilize various counseling techniques. One-to-one counseling and group meetings are most frequently used, and often times professionals, residents, former offenders, and volunteers assist with counseling programs. Residents generally expressed a favorable opinion of the treatment programs of the houses. However, in order to improve these programs even more, we recommend the following:

One-to-one Counseling

7. Consideration should be given to scheduling regular counseling sessions with residents. Emphasis should be placed on utilizing these regular sessions to make treatment a continuous and progressive system.
8. An initial counseling session should be held upon the resident's entry to the house. Emphasis should be placed on the resident and staff together developing specific objectives for the resident stay at the house. Following counseling sessions should focus on resident progress toward his objectives.

9. Volunteers, other residents, professionals, and ex-offenders should be utilized to supplement staff for one-to-one counseling. These persons should not replace staff, but can be valuable in isolating problem areas or cases in which staff can then most effectively focus their efforts.

House Milieu

10. When problems exist that negate efforts to develop a therapeutic milieu, house staff should take steps to eliminate as many problem areas as possible and make the house environment conducive to reintegration.

Group Meetings

11. Group meetings should be made up of small homogeneous groups where the turnover is kept to a minimum.
12. Groups should be encouraged to participate in group sessions as much as possible, rather than having staff dominate sessions.
13. Separate general information sessions for all house residents should be added as an addition to group therapy sessions so that "house-keeping chores" can be accomplished without disrupting the group therapy sessions.

Counseling by Offenders

14. Ex-offenders should be utilized in house treatment programs. However, to ensure that these treatment persons are properly screened and trained, programs such as the Alvis House Case-aide Training Program should be used by other houses to develop staff expertise.

Counseling by Other Residents

15. In order to supplement limited staff counseling time, qualified residents should be used to assist with one-to-one counseling. Although most residents are not qualified as "counselors," they can assist by providing information to new residents or documenting resident progress.

Counseling by External Professionals

16. Outside the house professionals should be utilized for specific problem areas. This may not require hiring these persons as consultants, but could be accomplished by referring residents to community service agencies with expertise in the problem area.

The Use of Volunteers

17. Halfway houses should make an effort to expand the use of volunteers' involvement in the treatment area.
18. Halfway houses should contact local or state criminal justice volunteer agencies for either assistance in training and screening volunteers or to suggest that trained volunteers be matched with selected residents.
19. Halfway houses should use volunteers on a one-to-one basis as a supplement to the standard treatment program.
20. Halfway houses should invite volunteers to attend group counseling sessions as a learning experience in counseling, and to better understand the problems of the matched resident.
21. Halfway houses should include matched volunteers in staffing sessions. Not only will the volunteer learn more about the resident's problems, but he might be able to add information to assist staff in planning the resident's treatment program.

Supportive Agencies for Halfway Houses

Evidence obtained from residents, staff, and agencies suggests that the contact maintained among the agencies and the residents is minimal. Although in a few instances, a specific house has maintained a close, cooperative and productive working relationship with an agency, the overall coordination between community agencies and halfway houses is an area which could benefit from improvements. In order to more fully utilize the expertise available at community service agencies, it is recommended that:

22. A full-time staff member be given the responsibility of coordinating house and community agency services. This staff member would attend all staffing sessions and (being familiar with services available) be able to recommend the utilization of agencies for the benefit of the resident.
23. Information concerning halfway house facilities and services needs to be disseminated to parole and probation officers. This could be accomplished through the Adult Parole Authority Halfway House and Community Services Development Program and through the local courts.

24. Staff members should initiate contact with the officers assigned to residents in their halfway house by frequently inviting these officers to attend their staff meetings. This gesture will make the officers aware of the fact that the house staff desires to maintain a close, cooperative working relationship with the officers and maximize resident treatment programs.
25. Upon resident entrance to the house, an initial meeting should be held at which the officer, staff members and resident are all present. In this meeting, each individual should make clear his expectations of the others. This will aid in the overall understanding and make for a more therapeutic working relationship for the individuals involved.

Environment of Halfway Houses

Based on interviews of house residents, staff, and members of the community, evaluators were able to determine several factors important to the location of halfway houses. Within the range of neighborhoods in which present houses are located, residents felt higher socio-economic level neighborhoods more beneficial to their readjustment. Houses do not need to be located in extreme lower-class areas to be accepted by the neighborhood. In fact, the higher socio-economic level neighborhoods displayed more positive attitudes toward halfway houses than the lower level neighborhoods.

From analysis of the physical factors of halfway houses, the following recommendations are made:

26. The three criteria which should receive primary emphasis in the selection of location of a halfway house are, in order of relative importance:
 - A. The "type" of neighborhood - Findings suggest that the current policy of locating houses in extremely low socio-economic neighborhoods due to the availability of relatively inexpensive space and lack of community resistance is one which should be re-examined. These areas have not been shown to be less expensive or more accepting of the halfway house than some of the working class neighborhoods in which other houses are located.
 - B. Price - When possible, renovated houses should be preferred to the construction of new facilities for the purpose of

operating a halfway house.

C. Accessibility - Access to employment should be considered in the selection of a site for a halfway house.

27. Halfway house administrators should nourish a relationship with their surrounding neighborhood. Volunteer programs which would give neighbors an opportunity to become familiar with house staff and residents could serve to open up a cooperative working relationship between the house and its neighborhood.
28. Halfway houses should be located in areas which have a similar racial composition to their population. To do otherwise makes the residents a highly visible minority, easily identifiable as ex-cons and therefore vulnerable to discriminatory actions and to solicitations aimed at re-involving them in criminal activity.
29. House staff should work to improve house-community relationships and take advantage of support when it is provided by the community.

The above conclusions and recommendations are based on findings from the study. Conclusions and recommendations are general in nature and directed toward all houses included in the evaluation. Some comments will not be relevant to all houses, but it is the hope of the authors that these recommendations will assist houses in the future development of their programs.