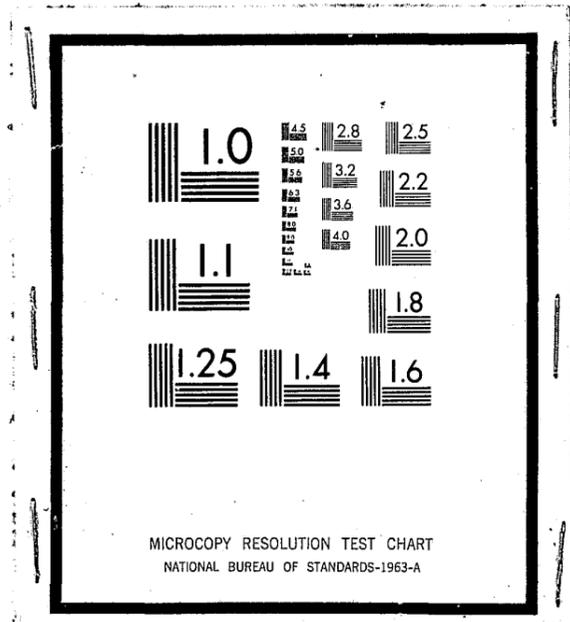


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EVALUATION OF ADULT HALFWAY HOUSES IN OHIO

VOLUME II

by

Richard P. Seiter
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March 1974

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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.

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CHAPTER I

OVERVIEW

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 the keeping of the offender in the community, rather than isolating him from society in a prison.

The growing realization of the egregious and dysfunctional effect of institutionalization in the rehabilitation of offenders has produced a rapid increase in the number of community corrections programs. The emphasis on community corrections is based on the premise that in order to relieve society of the crime problem in more than just a temporary sense, 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 consensus in corrections is that the offender can be guided along the path of becoming a productive citizen by living in a community setting and becoming involved in vocational and community programs, yet maintaining the counseling and supervision offered by a community correctional center.

The result of changes in philosophy and policy has been the development of new community programs and expansion of present ones. However, it may

be suggested that a more thoughtful examination of the role of community corrections is in order. It can be argued that some have attempted to tout 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, due to a lack of analysis and evaluation, that have perplexed correctional programs for years.

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 reflected the national trend. Each year has seen an increase in the number of houses and offenders referred to houses, as well as 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 funded by 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.

This project has intensively surveyed the operations of Ohio halfway houses to identify procedures to help those persons responsible for establishing, operating, and funding halfway houses within the State to

develop a network of services that will be effective and will systematically meet the present and anticipated needs of ex-offenders and the community. The study was designed to suggest directions for future services, 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 program 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 sub-units 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 house. 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 comparison groups followed the in-house data gathering. Permission was obtained from all agencies supervising ex-offenders included in the sample and a continuous record search of parole and probation reports was conducted. The outcome analysis included not only criminal behavior, but also positive behavior factors to indicate progress in the reintegrative efforts of the ex-offender.

This section has briefly described the systems approach utilized in the evaluation. Since both the number of interviews and data gathering techniques varied according to the type of analysis to be accomplished, individual chapters include a more detailed description of the specific methodology utilized for analysis of that program area.

Written Reports

Data from the examination of Ohio halfway houses have been compiled into two volumes under separate cover. Evaluation of Adult Halfway Houses in Ohio: Volume I is a descriptive analysis of the operations of houses included in the study. The eleven chapters of the volume are as follows:

- I. Introduction
- II. Historical Development of Halfway Houses
- III. Halfway House Goals
- IV. Types of Residents and Their Entrance into the Halfway House
- V. Characteristics of the Experimental and Comparison Groups
- VI. Needs of Halfway House Residents
- VII. Halfway House Treatment Programs
- VIII. Supportive Agencies for Halfway Houses
- IX. Physical and Social Environment of Halfway Houses
- X. Management Study of Ohio Halfway Houses
- XI. Summary

The objectives of the analysis in Volume I was to systematically examine halfway house operations and processes. Initially, house goals were identified and an objectives hierarchy developed for both evaluative and management purposes. The process by which residents were selected and entered the houses was then examined. Chapter V describes these residents and the comparison group utilized in the evaluation, in terms of demographic characteristics, criminal records, and employment history.

The next three chapters of Volume I examine halfway house services. Resident needs have been identified through interviews with both house staff and residents. The various in-house treatment programs to assist residents with their needs and problems are next described, followed by a review of the interaction of houses with community social service agencies to supplement and support treatment for residents.

Chapter IX is a survey of the physical and social environment of the studies halfway houses. The chapter includes a discussion of house structure, location, and attitudes of surrounding residents in the

community. Management practices of houses are examined in the following chapter.

The final chapter of Volume I is a summary of conclusions and recommendations from preceding chapters. In broad scope, this volume describes the overall processes of halfway house operations, while making recommendations for changes and highlighting exemplary activities of individual houses which could perhaps be duplicated in other houses.

Volume II of the Evaluation of Adult Halfway Houses in Ohio is an outcome analysis of the effect of halfway house activities as described in Volume I. The outcome analysis is based on the ability of houses to accomplish goals as stated in the objectives hierarchy (Chapter III of Volume I). Included in Volume II is a study of the employment success of house residents, a brief status report of participants of the Ohio furlough program who are assigned to houses, a twelve-month follow-up analysis of the relative adjustment of house residents, and projections for future loads of several states within the Ohio correctional systems.

Outcome analysis from Volume II can be related to the descriptive analysis of Volume I. As a working document for houses included in the study, conclusions and recommendations of Volume I should be considered in light of the house outcome analysis of Volume II. Recommendations have been developed as vehicles to improve operation and the subsequent effectiveness of programs. It is therefore suggested that to maximize effective planning from this analysis, descriptions of programs and activities from Volume I proven effective in Volume II should be translated into newly developed or redesigned community programs.

Notes from Chapter I

1. John M. McCartt and Thomas J. Mangogna, Guidelines and Standards for Halfway Houses and Community Treatment Center (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

EMPLOYMENT OF EX-OFFENDERS

Vocational assistance is one of the major halfway house objectives emphasized by halfway house staff and parole and probation officers. Assistance may take the form of counseling for vocational training, of job referrals, or even of job procurement.

In recent years, correctional attempts at rehabilitation have focused on reducing the employment problems of ex-offenders. This has been due in large part to studies which indicate that the higher the employment rate of former offenders the lower the rate of recidivism, suggesting that a job for the ex-offender may provide the necessary stake in society and the resources to resist a return to criminal activity. Daniel Glaser, in his extensive study of the prison system, concluded that "unemployment may be among the principal causal factors in recidivism of adult male offenders."¹

If such a significant relationship between employment and recidivism does in fact exist, the employment of offenders might well be the primary objective of the correctional process. But while theories and assumptions about the job problems of released prisoners have been plentiful, statistical studies attempting to verify a direct correlation between recidivism rates and employment have been nearly nonexistent. Few controlled studies have been conducted that determine the relative importance of employment in the myriad of factors responsible for a reduction in recidivism.

However, most individuals familiar with corrections feel that employment plays a large part in the successful re-entry of the offender into society. This is true not only because work and income are directly related, but also because employment is a major factor in an individual's position in the eyes of others and indeed of himself.²

Although all of the Ohio halfway houses studied put a high priority on vocational assistance, they go about their tasks in varied ways. Some houses take the responsibility of finding a job for a resident, while others provide or direct residents to supportive services while emphasizing the resident find employment on his own.

Finding the Ex-offender his First Job

Ohio parolees are generally required to have arranged employment before their parole plan can be approved. The largest proportion of pre-arranged jobs are obtained through the help of the prisoner's family, friends, or former employers.³ However, halfway house requests or referrals often arise from the ranks of estranged individuals without community ties.

Paroling agencies require prisoners to have pre-arranged employment before release due to the notion that it is dangerous to release an offender without a job. However, a recent study has found this not to be the case.⁴ Stanton determined that recidivism rates are higher for parolees released to jobs developed by parole employment officers, rather than released on the "reasonable assurance" that they will secure employment on their own. He also substantiated the fact that recidivism rates are lower when offenders are released to jobs developed exclusively by their own resources or those of their families (35.4 percent), than when they are released either to jobs prepared by the parole officer or on "reasonable assurance" (47.8 percent).

Halfway houses are able to provide an offender without community ties a reasonable assurance that he will be able to find a job. The President's Task Force on Corrections hinted at the valuable role a halfway house might play in securing employment for just-released offenders. The Task Force

felt that one of the most significant factors in the procurement of employment for the offender appears to be "whether there is an especially interested placement officer who is willing to devote extra time, provide some support counseling and persist even though an initial referral placement of an individual does not effect permanent employment. The other important ingredient is the close support of probation and parole staff seeing that offenders keep their appointments and follow through when referrals are made."⁵

The halfway house can provide valuable services in these needed areas. The offender who could not prepare a parole plan with assurance of a job and might otherwise not be released can be placed in a halfway house with "reasonable assurance" that he can find a job at some time after his release. Halfway house staff also offer close supervision and support services in directing the ex-offender's energies toward finding employment.

Services provided for ex-offender job procurement can be examined by comparing the manner in which Ohio halfway house residents received their first job to a study by George Pownall of employment among released prisoners.⁶ Data in Table 1 illustrate the difference between the groups for jobs arranged by friends, family or former employers. Again, few of the type of client receiving halfway house services have community ties. Halfway houses can overcome the lack of community ties by assisting with job procurement. Offenders in halfway houses also play a more significant role in procuring their own employment. The increase in self placement can be at least partially attributed to the close supervision and support provided by halfway house staff. This clearly suggests the extent to which Ohio halfway houses are providing vocational services to those offenders without family and friends.

TABLE 1

HOW FIRST POST-RELEASE JOB WAS ARRANGED

Source	Pownall's Sample	Ohio Halfway House Sample
Friends, family, former employer	57% (92)	20% (13)
Own efforts	22 (36)	34 (22)
Probation or parole officer or institutional personnel	6 (9)	5 (3)
Halfway house personnel	0 (0)	27 (17)
Other sources (employment services)	15 (25)	14 (9)
Total	100% (162)	100% (64)

High Unemployment Rates of Ex-offenders

Ex-offenders are faced with a difficult task in finding employment. There are obviously several factors that account for the high level of unemployment of former offenders. Some offenders are unable to find suitable or full-time employment because of poor work experience, inadequate education, or little or no vocational training. Others are barred from jobs because of laws, regulations, practices, or licensing restrictions which arbitrarily limit the employment opportunities of persons with a criminal record. Those fortunate enough to secure employment are most likely to be involved in unskilled labor or service work. Not only are their jobs generally menial, but the wages paid are extremely low and frequently discriminatory.

It has been found that only about one-fourth of prison releasees were employed at least 80 percent of the time during the first month of their release, while one-third were unable to secure any type of employment. Even after three months, only about 40 percent had worked at least 80

percent of the time, and nearly 20 percent had still not been able to secure a job. Data further show that about 40 percent of the releasees worked only part-time, or were otherwise underemployed.⁷

Substantiating Glaser, Pownall found that 20 percent of ex-offenders were working only part-time and 17 percent were unemployed.⁸ This was three times the United States unemployment rate for males in this period. Some large cities even had ex-offender unemployment figure four to five times that of the average male civilian unemployment rate.

Ohio is also plagued with high unemployment rates for ex-offenders. A sample of 95 males and 18 females from Ohio halfway houses was chosen to determine employment rates. The sample included only those without physical or mental handicaps and not on furlough status. Eliminating from the halfway house sample all those who have been released less than one month [Pownall finds the average time required to find a job is 29 days], the Ohio sample had an unemployment rate of 26 percent (15 of 41) for males and 45 percent (5 of 11) for females (see Table 2). Unemployment

TABLE 2

COMPARISON OF EMPLOYMENT OF HALFWAY HOUSE RESIDENTS AND OTHER EX-OFFENDERS

Status	Pownall's Sample	Ohio Halfway House Sample	
	Males	Males	Females
Employed full-time	63%	63%	45%
Employed part-time	20	11	10
Unemployed	17	26	45
Total	100%	100%	100%

rates for the houses are somewhat higher than Pownall's average. However, houses do not need to emphasize employment immediately, but deal with important individual problems that need to be worked out prior to employment.

Earnings of Ex-offenders

As previously stated, ex-offenders are often forced to work at low-paying, menial jobs. Glaser's study has shown a negative correlation between income and recidivism. Conducting a panel study, he compared income with subsequent success and failure, and his results suggest the relatively low earning capacity of ex-offenders as well as a significant difference in earnings between subsequent successes and failures. Glaser's findings are contained in Table 3.

The earning figures are extremely low during the first month after release, with a median of only \$80, but this more than doubles during the second month after release. The most frequent range of income for released prisoners was \$100-\$199 for the first month out of prison and \$200-\$299 in subsequent months.

The most striking feature of Table 3 is the contrast between the incomes of successes and failures. Subsequent failures had significantly lower earnings following release. Another characteristic of failure cases is the sharp decline in their incomes which occurred between the second and third months. This decline in income can be hypothesized to have been a major contributing factor to the subsequent return to crime.¹⁰

Our present study of Ohio halfway houses did not utilize a panel design. Our research team used a cross-sectional design in which data are gathered on a group at only one point in time. Sample elements are then grouped into time frames.

TABLE 3

CASH EARNINGS PER MONTH OF FEDERAL PAROLEES AND MANDATORY RELEASEES IN FIRST THREE MONTHS OUT OF PRISON, AND RELATIONSHIP TO SUBSEQUENT SUCCESS OR FAILURE⁹

Sample and/or Earnings*	First Month After Release	Second Month After Release	Third Month After Release	Average Monthly Income In First 3 Months
Total sample earnings:				
No earned income	30%	17%	24%	13%
\$ 1-49	14	10	4	10
50-99	10	8	5	10
100-199	21	20	14	27
200-299	15	22	24	23
300-399	6	14	16	10
400-499	1	4	7	3
500 or more	2	5	6	2
Median monthly earnings:				
All cases	\$80	\$179	\$204	\$162
<hr/>				
Parolees	\$127	\$200	\$213	\$179
Mandatory releasees	\$13	\$145	\$200	\$129
<hr/>				
Age 23 or younger	\$75	\$162	\$158	\$150
Age 24-25	\$87	\$164	\$206	\$154
Age 36 or older	\$78	\$215	\$225	\$183
<hr/>				
Subsequent successes	\$88	\$188	\$212	\$175
Subsequent failures	\$42	\$112	\$38	\$88

*This table is based on 135 cases of the "effective" sample for whom there was sufficient information to calculate average monthly cash earnings. There were 27 failure cases and 108 successes for whom information on earnings was available.

Both cross-sectional and panel designs are inferential and may be compared. However, the assumption must be made that a resident continues to earn a monthly salary congruent with the salary stated at the time of the cross-sectional study. Under this assumption, Table 4 is presented.

TABLE 4

CASH EARNINGS PER MONTH OF A SAMPLE OF 105 HALFWAY HOUSE RESIDENTS

Monthly Earnings	First Month In House		Second Month In House		Third Month In House		More than Three Months in House	
	Male	Female*	Male	Female*	Male	Female*	Male	Female*
No income	56%	33%	27%	0%	35%	50%	31%	75%
\$100-199	3	0	5	0	12	0	8	0
\$200-299	8	33	9	33	12	50	31	0
\$300-399	11	17	27	67	0	0	15	25
\$400-499	3	0	14	0	12	0	0	0
\$500 or more	22	17	18	0	29	0	15	0
Total	100%	100%	100%	100%	100%	100%	100%	100%
Median monthly earnings of all halfway house residents:	\$188	\$235	\$306	\$312	\$297	\$100	\$240	\$75
Median monthly earnings adjusted from Glaser study:**	\$118		\$265		\$302			

*Female figures are taken from a sample of 15 cases. These numbers are too small in most columns to be judged significant.

**These median monthly earnings are calculated by adjusting the Glaser study figures for male parolee earnings from the cost of living index for 1964 (92.9) to 1973 (137.6).

Comparing the Ohio sample to Glaser's findings adjusted to the cost of living increase, findings indicate halfway house client earnings are, on the average, higher than the released parolee. Interesting to note here is the decline in monthly earnings during and after the third month. This is perhaps due in part to the fact that those more productive residents have generally become stable enough to leave the halfway house, while those staying longer are those with more serious problems, especially in employment.

Generally, it can be concluded that Ohio halfway houses do offer valuable vocational assistance to residents. Houses offer employment assistance to estranged individuals who are without supportive family and friends (the major source of ex-offender employment contacts). Also, the monthly earnings for halfway house residents are comparable to Glaser's findings of federal parolees. Houses provide the resident immediate support for his physical needs, and allow him to initially work at problems and develop skills that will later be of assistance to him in his work experience.

Notes from Chapter II

1. Daniel Glaser, The Effectiveness of a Prison and Parole System (Indianapolis: Bobbs-Merrill Company, Inc., 1964), p. 329.
2. President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections (Washington, D.C.: U.S. Government Printing Office, 1967), p. 32.
3. George A. Pownall, "Employment Problems of Released Prisoners," Manpower, January, 1971.
4. John M. Stanton, "Is It Safe to Parole Inmates Without Jobs?" Crime and Delinquency, Vol. 12 (April 1966), pp.
5. President's Commission on Law Enforcement and Administration of Justice, op.cit., p. 32.
6. Pownall, op.cit.
7. Glaser, op.cit., p. 328.
8. Pownall, op.cit.
9. Taken from Glaser, op.cit., p. 222.
10. Glaser, op.cit., p. 223.

CHAPTER III

OUTCOME ANALYSIS FOR RESIDENTS AND COMPARISON GROUP

A major component of the evaluation of Ohio halfway houses has been a twelve-month outcome analysis of halfway house residents and a comparison group of parolees. This analysis provides a measure for determining the effectiveness of houses in supplementing traditional aftercare services and assisting the ex-offender in his reintegration to the community.

The Experimental and Comparison Groups

The experimental group was made up of 236 halfway house clients, and included 144 parolees, 31 probationers, and 61 federal offenders on pre-release status. Ohio inmates participating in the furlough program and residing at the houses were not included in the outcome analysis, since the emphasis of their living at the house is their involvement in a specific educational, vocational, or work program. It would therefore be difficult to separate the effects of the furlough program and the halfway house experience. Parolees, probationers, and federal pre-releasees are placed in the houses for assistance with their immediate reintegration to the community, while furloughees are placed in the house to satisfy residence requirements of the furlough law, and may be up to two years away from release to the community.

The comparison group includes 404 parolees released from Ohio institutions in 1973. A random selection of all inmates released on parole in the early months of 1973 was initially chosen; all parolees going to halfway houses were then excluded, leaving 404 parolees who had never utilized halfway house services.

Since clients are assigned to halfway houses based on their need for services, it was impossible to develop a purely experimental evaluative design or to use random assignment to a control or experimental group. The house selection process was therefore acknowledged, and a quasi-experimental design chosen to control for this process. If an offender has community ties and would not benefit from the intensive treatment of a halfway house, there is no need to incur the additional expense of a halfway placement in addition to the costs of parole or probation. Therefore, although random assignment to the houses would permit a purely experimental design, clients would be assigned to houses who would not ordinarily be provided services, and the evaluation would not test the actual house operations in the correctional process.

Chapter V of Volume I of this evaluation compares the characteristics of the experimental and comparison groups. Comparisons were made between these groups on demographic data, criminal records, employment history, and previous alcohol or drug use. Using z-scores to test for significant differences between the two groups and accepting the .05 level for statistical significance, the following differences were found between the groups:

1. The comparison group had a higher percentage of Blacks.
2. The halfway house group had a higher rate of juvenile delinquency.
3. The halfway house group was younger at the time of their first offenses.
4. The halfway house group had twice as many prior offenses as the comparison group.
5. The halfway house group had more adult offenses.
6. The halfway house group had more felony offenses.
7. The halfway house group were more often recidivists or multiple offenders.

8. There were more victimless crime offenders among the halfway house group.
9. The comparison group had been previously employed a higher percentage of their lives.
10. A higher percentage of the halfway house group had drug problems.

Since there are significant differences between the halfway house experimental group and the comparison group, steps had to be taken to control for the differences to allow comparisons of outcomes between the groups. Two dependent variables (the outcome scores for the experimental and for the comparison groups) must be controlled to allow for a valid comparison.

Analysis of covariance (a statistical technique with relevant application to social science research, but not often used due to its complexity and tedious calculations) has been used to control for the ten independent variables. This statistical technique involves two steps. Initially, the controlled variables are correlated against the sets of outcome scores to determine the individual effect of each variable on the outcome. After a determination of the effect of each control variable, the outcome means are "adjusted" to reflect the differences in the control variables of the two groups. In effect, the control variables are regressed against the original or "raw" outcome scores to determine their effect on the score, each control variable weighting is applied to the raw score to predict what this score would be if the groups were similar, and the raw scores are adjusted to reflect an equalization of the groups and allow comparison of the adjusted scores.

This technique of using analysis of covariance is preferred to matching the experimental group with a control group of similar characteristics. Matching forces a choice of what factors will be matched, and each is weighted equally. By using analysis of covariance, only those variables

in which there is a difference in the groups need be included, and the technique adjusts for those variables to the extent that they affect the outcome score.

A Measure of Relative Adjustment

To determine the effectiveness of Ohio halfway houses in assisting in the reintegration of offenders, a new outcome measure entitled relative adjustment was developed. Relative adjustment (RA) is founded on the premise that the correctional philosophy of reintegration emphasizes the development of acceptable living patterns to replace the offender's prior reliance on deviant behavior. John Conrad has stated: "Where this model (reintegration) is applied, the process will be the internalization of community standards."²

If one were to accept the reintegrative model, the successful adjustment of an offender should not be judged on his criminal behavior alone. What should be considered is his prior history of behavior, the present criminal involvement, and also his positive or acceptable behavior patterns. In this sense, the total exorcism of all criminal tendencies will not occur immediately, but reliance on criminal behavior will slowly be replaced as acceptable behavior is practiced and reinforced.

Therefore, a single measure of recidivism or return to crime is not seen as a valid measure of the effectiveness of a reintegrative program and will not be used in this study. In place of the traditional measure of recidivism, a continuous scale of criminal behavior (according to the frequency and severity of offenses) will be combined with a quantitative measure of acceptable behavior patterns. These two scores, in combination with the utilization of analysis of covariance to control for the relative difference in the comparison and experimental groups, make up the "relative adjustment" outcome criteria utilized in the study.

Criminal Behavior Outcome Criteria

To replace the dichotomous measure of recidivism where an offender is either classified a "success" or "failure," a continuous scale of criminal behavior has been used. The continuous scale is based on the severity of the offense as prescribed in the Ohio Criminal Code. The Code was developed after consultation with criminal justice experts and was passed by the Ohio Legislature. The offense severity assignments are therefore accepted as valid.

To assure the reliability of the scale, only the offender's behavior (the actual offense) is considered. Usually, recidivism measures are based on the disposition of the offense; however, dispositions could vary from court to court. In utilizing the continuous criminal behavior criteria, the offender is assigned a score based on the offense of which he has been found guilty or has confessed to committing. Although charges are often reduced from the actual offense, this is assumed to occur equally between the groups and therefore has no biased effect on the outcome scores.

Since multiple offenses can occur during the twelve-month outcome analysis, the severity score for each offense is added. It is then theoretically possible for the offender to exceed the highest score on the scale. Also added to the scale are severity scores for technical parole or probation violations and absconding or being declared a violator at large. Table 5 illustrates the severity categories to which offenses are assigned.

Adjustment Criteria Index

The second element in the development of this total outcome criterion is the construction of a scale of "acceptable living patterns." Since the reintegrative model is not perceived as a sudden change in behavior, but

TABLE 5

CRIMINAL BEHAVIOR SEVERITY INDEX

Degree of Offense	Assigned Score
Aggravated murder	11
Murder	10
Felony 1st	9
Felony 2nd	8
Felony 3rd	7
Felony 4th	6
Misdemeanor 1st	5
Misdemeanor 2nd	4
Misdemeanor 3rd	3
Misdemeanor 4th	2
Minor Misdemeanor	1
Violator at Large	1
Technical Violation	0.5

movement toward acceptable societal norms, an adjustment scale should be included as well as a criminal behavior scale. Several items generally considered to demonstrate "acceptable societal behavior" are presented in Table 6. These are not ascribed as total indicators of success, but merely as an index of adjustment within the community.

The major emphasis of the adjustment scale is on work or educational stability, although also included are self-improvement qualities, financial responsibility, parole or probation progress, and absence of critical incidents or illegal activities. Although these items are somewhat discretionary and do not include all the qualities which could be defined as adjustment, each does suggest stability, responsibility, maturity, and a general order in life style that is correlated with socially accepted patterns of behavior.

The construction of this adjustment scale was subjected to tests for validity and reliability. To validate the scale, various parole and

TABLE 6

ADJUSTMENT CRITERIA INDEX

Assigned Score	Adjustment Criterion
+1	Employed, enrolled in school, or participating in a training program for more than 50 percent of the follow-up period.
+1	Held any one job (or continued in educational or vocational program) for more than a six-month period during the follow-up.
+1	Attained vertical mobility in employment, educational, or vocational program. This could be a raise in pay, promotion of status, movement to a better job, or continuous progression through educational or vocational program.
+1	For the last half of follow-up period, individual was self-supporting and supported any immediate family.
+1	Individual shows stability in residency. Either lived in the same residence for more than 6 months or moved at suggestion or with the agreement of supervising officer.
+1	Individual has avoided any critical incidents that show instability, immaturity, or inability to solve problems acceptably.
+1	Attainment of financial stability. This is indicated by the individual living within his means, opening bank accounts, or meeting debt payments.
+1	Participation in self-improvement programs. These could be vocational, educational, group counseling, alcohol or drug maintenance programs.
+1	Individual making satisfactory progress through probation or parole periods. This could be moving downward in levels of supervision or obtaining final release with period.
+1	No illegal activities on any available records during the follow-up period.

probation officers, research associates, members of the Ohio Citizens' Task Force on Corrections, and other professionals in the field were consulted to determine items generally considered as acceptable adjustment. To test the reliability of the scale, scoring of the adjustment criterion was initially done by several individuals. This resulted in the formulation of certain standards for scoring, which led to consistent scoring of the outcome index. Because of the large numbers, all of these scoring standards

are not indicated in Table 6. Many of these are standards which prevent the individual from losing points because he is making changes which should be considered beneficial to his adjustment.

Each adjustment criterion is weighted equally. Individuals receive a +1 score for each criterion for which they qualify according to scoring standards. The adjustment score is therefore the total number of criterion for which the individual has qualified, and can range from zero to plus ten.

The overall RA outcome criteria is then obtained by combining criminal and acceptable behavior index scores. With the now established RA scale, an ex-offender may counter minor delinquent behavior with adjustment factors. Also, the ex-offender who stays out of trouble, but does nothing that qualifies as adjustment, is not seen as a total success as in recidivism measures. It is our assumption that this combined score will provide a more realistic behavior criterion than had been available previously.

Halfway House Resident Relative Adjustment

Utilizing analysis of covariance to control for the differences in the comparison and experimental groups, comparisons can be made between the adjusted scores. Since groups are comparable after the analysis of covariance, the differences between experimental and comparison groups' adjusted scores can be interpreted as "predicted" and "actual" scores. The actual score is the individual's adjusted score, while the predicted score can be interpreted as the individual's probable score had he been assigned to the other group. For halfway house residents, the comparison group adjusted score can be interpreted as a predicted score for the halfway house group had they not experienced the house program. The following tables illustrate the raw RA scores (unadjusted), adjusted scores, and levels of significance for each

house and the aggregate experimental group compared with the total comparison group.

Although the original experimental group totaled 236 persons, scores do not represent the outcome for all individuals. The evaluation team was unable to locate follow-up data for both behavior criteria on approximately ten percent of the cases. In most cases, this was the result of missing or incomplete records. However, there appeared no pattern for records being incomplete or missing, and the remaining sample where records were available is deemed to be a valid representation of the total group. The number of individuals included in the experimental group is listed in the tables. The comparison group has a sample of 404 in each table.

Table 7 illustrates the relative adjustment of the halfway house group compared to the comparison group. The relative adjustment score is a

TABLE 7
RELATIVE ADJUSTMENT SCORES

House Name	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group	Halfway House	Comparison Group	Halfway House	
Aggregate Halfway House Group	196	0.744	2.385	0.253	3.398	.01
Alvis	20	0.744	0.775	0.685	1.970	.98
Bridge	12	0.744	3.667	0.670	6.137	.23
Denton	32	0.744	2.375	0.601	4.177	.28
Fellowship	8	0.744	4.500	0.725	5.453	.21
Fresh Start	11	0.744	3.455	0.737	3.701	.29
Helping Hand	38	0.744	2.421	0.642	3.498	.23
Talbert McMillan	18	0.744	2.167	0.636	4.587	.47
Talbert Wesley	25	0.744	3.000	0.614	5.098	.18
Talbert for Women	17	0.744	1.559	0.652	3.732	.69
Vander Meulen	15	0.744	1.700	0.696	2.979	.66

combination of the criminal behavior index and the acceptable behavior index. Scores for acceptable behavior have been assigned positive values, while scores for criminal behavior were assigned negative values. Therefore, the higher the relative adjustment score, the better the adjustment outcome. The level of significance indicates the difference between the adjusted score for the halfway house and comparison groups. The .05 level of significance is used as the criterion for determining whether there is a statistically significant difference in scores. A level of significance at .05 or below allows rejection of the null hypothesis that there is no difference between the groups' outcome scores.

The aggregate RA adjusted score for the halfway house group is 3.398, while the comparison group score is .0253. These are comparable scores, and there is a significant difference between the scores of the two groups at the .01 level of significance. This suggests that halfway houses are more effective at assisting ex-offenders in their reintegration to the community than traditional modes of assistance. It is reasonable to conclude that halfway houses provide an effective correctional modality for assisting offenders in the transition from the institution to the community and as an alternative to incarceration for offenders placed under probation supervision.

Table 7 also indicates the unadjusted and adjusted scores for each individual house compared to the total comparison group. In each case, the relative adjustment score for the halfway house group was higher than the score for the control group. However, since the sample size of several houses is quite small (lowering the degrees of freedom for calculation of statistical significance), the houses individually do not show a statistically significant difference when compared to the comparison group. Statistical significance is also based on the variance of scores within the house, and

this can have an effect on whether differences reach a statistically significant level. When comparing the adjusted scores between the houses and the control group, it is noted that several houses show wide positive margins that contribute to the significant difference between the aggregate halfway house and comparison group scores.

Adjusted and unadjusted scores for the two groups on the criminal behavior index are presented in Table 8. Scores are all positive (although

TABLE 8
CRIMINAL BEHAVIOR SCORES

House Name	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group	Halfway House	Comparison Group	Halfway House	
Aggregate Halfway House Group	213	3.358	1.772	3.665	1.190	.001
Alvis	21	3.358	2.690	3.389	2.096	.64
Bridge	12	3.358	2.167	3.416	0.195	.53
Denton	37	3.358	1.730	3.474	0.460	.14
Fellowship	8	3.358	0.750	3.377	-0.225	.25
Fresh Start	14	3.358	0.786	3.361	0.685	.14
Helping Hand	40	3.358	1.650	3.431	0.912	.10
Talbert McMillan	22	3.358	1.273	3.435	-0.148	.13
Talbert Wesley	26	3.358	1.615	3.453	0.132	.17
Talbert for Women	18	3.358	1.861	3.442	-0.031	.33
Vander Meulen	15	3.358	2.967	3.394	1.981	.82

they were assigned a negative score in computing the relative adjustment); therefore, the higher the score, the more severe or frequent the offense and the worse the group behavior.

As can be seen from data in Table 8, there is a statistically significant difference between the halfway house and comparison groups' scores.

The adjusted score for the halfway house group was 1.190, while the adjusted score for the comparison group was 3.665 (significant at the .001 level). This suggests the effectiveness of halfway house residents in reducing the criminal behavior of ex-offenders. Halfway house residents committed fewer and less severe offenses during the one-year outcome analysis than the comparison group.

Again, individual house scores did not show a statistically significant difference due to the small numbers in the groups. However, even in the unadjusted scores, the halfway house residents show better results than the control group, and several houses showed levels of significance very near the acceptable .05 level. The difference in aggregate scores do allow for the reasonable conclusion that halfway houses are effective in lowering the frequency and severity of crime among ex-offenders.

The acceptable behavior index also contributes to the relative adjustment score. This index is composed of ten items to indicate a positive readjustment to community living. By scoring for positive as well as criminal factors, the ex-offender can counter minor criminal behavior with positive behavior and not be classified a failure. Table 9 indicates the scores for the comparison and halfway house groups in terms of positive behavior factors.

The aggregate and individual adjusted scores for halfway houses are generally higher than the scores for the adjusted comparison group. However, the difference in the aggregate scores for the groups is not statistically significant. Although this limits drawing of conclusions, the halfway house group scored higher than the comparison group in terms of positive behavior factors, even though it is not a statistically significant difference.

TABLE 9

ACCEPTABLE BEHAVIOR SCORES

House Name	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group	Halfway House	Comparison Group	Halfway House	
Aggregate Halfway House Group	196	4.101	4.311	3.909	4.708	.42
Alvis	20	4.101	3.600	4.072	4.199	.46
Bridge	12	4.101	5.833	4.087	6.332	.04
Denton	32	4.101	4.375	4.065	4.839	.61
Fellowship	8	4.101	5.250	4.102	5.228	.28
Fresh Start	11	4.101	4.455	4.089	4.896	.69
Helping Hand	38	4.101	4.158	4.067	4.526	.91
Talbert McMillan	18	4.101	3.722	4.070	4.419	.59
Talbert Wesley	25	4.101	4.680	4.066	5.258	.34
Talbert for Women	17	4.101	3.529	4.087	3.878	.43
Vander Meulen	15	4.101	4.667	4.091	4.960	.47

When examining individual houses, some interesting results are found. Residents of the Bridge, even with a very small sample size, scored significantly higher on this index than the comparison group. The Bridge makes a concerted effort to find residents jobs and encourage them to stay employed. On the other hand, Talbert for Women scored lower than the comparison group. This, however, is not unexpected, since the positive behavior index is heavily weighted with work and employment variables. Women ex-offenders may be married and have a family, and, although adjusting well, may be at home working and caring for their families rather than employed in the community. The comparison group is predominantly male, and therefore more likely to have a higher mean adjustment score.

Summary

It is apparent from the data that halfway houses do have a positive effect on the reintegration of offenders into the community. Although houses are generally assigned the higher risk client with a longer criminal record, a less stable employment history, and fewer community ties, house clients still show a significantly higher score on our adjustment measure designed to determine the offenders' successful reintegration to the community.

Data reveal a statistically significant difference in the relative adjustment of ex-offenders who have utilized halfway house services and those who have not. These data lead to the conclusion that halfway houses do accomplish the highest goal in the objectives hierarchy as developed in Chapter 2 of Volume I, to facilitate reintegration and protect society. By providing services whereby the ex-offender is better equipped to become a responsible and productive citizen, halfway houses are both facilitating offender reintegration and protecting society.

CHAPTER IV

HALFWAY HOUSE EFFECTIVENESS BY OFFENDER CATEGORY

This section of the overall evaluation is designed to extend the measurement of outcome in providing halfway house decision-makers with additional information concerning benefits received by clients. In categorizing the total halfway house group by selected background characteristics, it was possible to use analysis of covariance to measure the effectiveness of house services for each category of client. For example, by dividing house residents into four age categories, and comparing outcome scores,¹ outcome results ("effectiveness") can be examined to identify age categories for which there is a significant difference between scores for the halfway house and comparison group.

To determine the degree of benefit received by each resident category, comparisons were made between adjusted scores for the halfway house group and the comparison group. Adjusted scores provide a comparable measure, since original differences in group characteristics have been corrected by analysis of covariance. Therefore the comparison group adjusted score is, in a sense, the expected score for the halfway house group had they not received house services. Differences between these two adjusted scores can reasonably be assumed to be an estimate of the benefit received from halfway house services. If the halfway house adjusted score exceeds the comparison group adjusted score at the .05 level of significance, it can be argued that the resident group has received a significant benefit from the halfway house experience.

It is not the objective of this exercise to suggest that halfway houses should only provide services to a selected few. However, since almost all

house residents are also under either parole or probation supervision, house administrators should be aware of the potential of their house to supplement parole or probation casework services for a variety of client categories. Since the cost for providing services is fairly consistent among categories, it would appear to be cost-effective to select residents for which the house can provide maximum benefit as defined here. This analysis also points out client categories for which there is no conclusive evidence of an effective level of benefit received. Knowledge of these deficiencies could, if house personnel so decide, result in possible program changes to increase house benefit to highlighted resident categories.

Data below illustrate the several resident categories which have received a significant degree of benefit from house services. Although the degree of benefit received by some categories does not reach the accepted level of statistical significance, this does not necessarily lead to the conclusion that houses do not or cannot provide assistance to these residents. All that can be said is that no definitive conclusions can be made for these categories.

Relative Adjustment by Resident Characteristics

Data below include the adjusted and raw relative adjustment scores as well as levels of significance of differences between halfway house and comparison group adjusted scores within selected categories of the halfway house group. Resident characteristics have been examined individually, without development of complex interrelationships for combined characteristics and outcome. Since there are several criteria utilized in the resident selection process, analysis of single characteristics limits the usefulness of the data in the decision-making process.

Resident Status

Table 10 illustrates the outcome scores for parolees, probationers and federal pre-releasees. Data indicate that residents in halfway houses

TABLE 10
RELATIVE ADJUSTMENT BY RESIDENT STATUS

Resident Status	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
Parolee	122	.713	2.404	.412	3.410	.04
Probationer	26	.713	-.838	.548	1.729	.35
Federal	48	.713	3.842	.513	5.528	.01

in the parolee and federal pre-release categories have a significantly favorable relative adjustment. Both groups receive a significant level of benefit from their stay at the houses. The effectiveness of houses in benefiting federal offenders encourages a further examination of their status while in the house. Federal offenders are assigned to halfway houses while serving the final months before an expected parole date, and are required to reside at the house until that date. There are some positive factors correlated with the status of federal pre-releasees. House staff know the exact length of time the offender will be at the house, and can design a treatment program according to this time schedule. It also seems reasonable that offenders on pre-release status approach their stay at the house with a more positive attitude than offenders on post-release status. This is due to the fact that the alternative for pre-releasees is the institution (houses are therefore an extension of their freedom), while post-release offenders

residing in houses as an alternative to regular parole view houses as an additional restriction to their freedom.

Serving a portion of the sentence in an institution and the remainder in a community center has herein been demonstrated an effective method of correction. Therefore, the Ohio Department of Rehabilitation and Correction should consider the implementation of a pre-release program to allow inmates to reside in community centers prior to their parole release date, and take advantage of the positive factors inherent in a community-based program.

Race

There is actually very little difference between the relative outcome of Black and White halfway house clients (see Table 11), although the level of benefits received by Whites is statistically significant. The correlation

TABLE 11

RELATIVE ADJUSTMENT BY RACE OF RESIDENT

Race	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
White	212	.713	2.393	.360	3.581	.04
Black	75	.713	2.217	.477	3.491	.13

between scores of Blacks and Whites indicate there may well be no difference between the ability of halfway houses to assist both Black and White clients, and houses should continue to service both groups according to their need for services.

Educational Level

Some interesting results appear in Table 12. The level of resident benefit is significant for those residents who have graduated from high

TABLE 12

RELATIVE ADJUSTMENT BY EDUCATIONAL LEVEL

Completed Grade	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
0-8	77	.713	2.188	.488	3.386	.14
9-11	89	.713	1.511	.388	3.004	.40
12 or more	39	.713	3.862	.614	4.894	.02

school, and near the accepted level of significance for those with under an eighth grade education. It seems reasonable that there would be a continuous trend of increasing benefit as the level of education increases. However, data indicate that houses also provide a valuable benefit to residents with a low level of education. This may be due to the fact that the needs of this group for educational, vocational, and other services as provided by the halfway house experience is substantial, and therefore this group receives a high level of benefit.

Age

Data in Table 13 also depict some interesting results, In each category, halfway house clients have higher scores than the comparison group, and the level of benefit is significant for clients over age 45. It is generally assumed that crime rates tend to naturally decrease from the age of maximum criminality (adolescence) to the end of life.² Therefore, it might seem

TABLE 13

RELATIVE ADJUSTMENT BY AGE

Age of Residents	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
25 or less	72	.713	2.075	.352	4.101	.18
26-35	61	.713	1.975	.487	3.473	.25
36-45	41	.713	2.327	.688	2.578	.22
46 or more	21	.713	4.200	.673	4.980	.05

reasonable that older clients will "heal" themselves, and that the potential for benefiting older residents in halfway houses is not significant. Perhaps this is true when considering only the reduction of criminal behavior among these clients.

However, older residents require more assistance in acceptable adjustment criteria, such as employment. Data indicate houses may well be most effective in assisting the older offender to raise his acceptable behavior scores by provision of vocational services. Although halfway houses may not have a significant effect on the criminal behavior of older offenders, the houses appear to provide a valuable service in assisting these residents in their overall reintegration, as measured by the relative adjustment criterion.

Offense Record

Data in Table 14 suggest that halfway houses are effective in providing a benefit to offenders with from 1 to 5 prior felony offenses. Since sample sizes are small for clients with either "no" or "more than six" prior offenses (affecting the level of significance), no conclusion can validly be made for

TABLE 14

RELATIVE ADJUSTMENT BY NUMBER OF PRIOR FELONY OFFENSES

Number of Prior Felony Offenses	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
0	7	.713	2.857	.673	5.163	.50
1-2	112	.713	2.297	.323	3.707	.05
3-5	60	.713	2.517	.502	3.943	.10
6 or more	16	.713	1.575	.707	1.733	.68

these two categories. However, the difference in halfway house and comparison groups adjusted scores is small, indicating the benefit received by those house residents with more than six prior felony offenses is minimal, if not also inconsistent. House administrators are herein provided evidence of house effectiveness in servicing middle-range offense clients, but cannot be sure they are equipped to effectively assist clients with several prior felony offenses.

When outcome scores regarding the type of the offense (personal, property, or victimless crime) are examined in Table 15, data indicate that houses provide some benefit to all residents, and a significant level of benefit to personal crime offenders. No other inferences should be drawn from this analysis, since benefits received from all categories of offenders are fairly consistent.

Prior Incarcerations

The next two tables suggest benefit to resident categories by (1) the length of the immediate past incarceration, and (2) the percentage of life incarcerated. Results are consistent in both tables. Data in Table 16

TABLE 15

RELATIVE ADJUSTMENT BY TYPE OF OFFENSE

Type of Offense	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
Personal	27	.713	4.933	.655	5.808	.01
Property	152	.713	1.680	.288	2.811	.19
Victimless	16	.713	4.056	.598	6.979	.11

indicate houses provide a significant level of benefit to offenders serving from one to two years for their last offense, while data in Table 17 indicate a significant benefit received by house residents who have been incarcerated between one and ten percent of their lives.

TABLE 16

RELATIVE ADJUSTMENT BY LENGTH OF LAST INCARCERATION

Length of Last Incarceration	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
Less than 1 year	17	.713	.929	.601	3.610	.92
1-2 years	122	.713	2.340	.349	3.556	.04
3-4 years	37	.713	3.095	.621	4.103	.09
5 or more years	20	.713	2.005	.658	3.118	.49

It appears houses are effective in providing services to offenders in a transition situation from the institution to the community when they have served a relatively short sentence and have not been incarcerated a large

TABLE 17

RELATIVE ADJUSTMENT BY PERCENTAGE OF LIFE INCARCERATED

Percentage of Life Incarcerated	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
Less than 1%	15	.713	-.647	.596	2.502	.53
1-10%	48	.713	3.008	.546	4.416	.05
11-25%	72	.713	2.319	.460	3.843	.10
26-50%	55	.713	1.498	.486	3.168	.50
51% or more	9	.713	-.644	.668	1.397	.63

percentage of their lives. Data are at best inconclusive for offenders who have served sentences of more than five years or have been incarcerated more than 25 percent of their lives.

Work History

Table 18 provides information regarding benefit received by clients according to the percent of their non-incarcerated lives for which they were employed. Data indicate that residents who had been employed 26 to 50 percent of their lives received a significant degree of benefit from house services. This is perhaps due to the fact that these persons have been able to develop work patterns that assisted them in settling into a routine of work.

It is also possible that residents who had worked only a small percentage of their lives had not been conditioned to a work routine, and initially required very basic counseling and vocational assistance before they could successfully be placed into jobs. Halfway houses provide support to residents who cannot immediately procure jobs and support themselves, therefore allowing

TABLE 18

RELATIVE ADJUSTMENT BY PERCENTAGE OF LIFE EMPLOYED

Percentage of Life Employed	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
Less than 1%	28	.713	2.489	.513	5.374	.27
1-10%	70	.713	1.960	.412	3.697	.23
11-25%	50	.713	1.318	.549	2.647	.62
26-50%	39	.713	3.538	.665	4.040	.04
51% or more	8	.713	5.338	.737	4.129	.11

the resident the opportunity to improve his work skills, which could have a more positive long-range effect.

Drug and Alcohol Use

Clients' records were examined to determine if there was use of drugs or alcohol to an excessive level. An excessive level was defined as use which led to a problem the offender could not control or to his committing criminal offenses. Examination of drug and alcohol use of residents indicates halfway houses are effective in assisting clients without these problems. However, there is no conclusive evidence that houses are effective with clients who have major drug and alcohol problems (see Table 19).

Most halfway houses are designed to provide services to a broad typology of residents, without focusing on a treatment program for any one resident category. Perhaps a more structured and single-objective program may be most effective with those offenders with alcohol or drug problems. For example, Fresh Start, catering exclusively to the alcoholic offender, has shown relatively good success with a specialized treatment program for the

TABLE 19

RELATIVE ADJUSTMENT BY ALCOHOL AND DRUG USE

Alcohol and Drug Use	Sample Size of Halfway House Group	Unadjusted Score		Adjusted Score		Level of Significance
		Comparison Group (N=404)	Halfway House (N=196)	Comparison Group (N=404)	Halfway House (N=196)	
Alcohol						
Excessive Use	64	.713	1.163	.444	2.865	.68
Not Excessive Use	131	.713	2.894	.423	3.789	.01
Drug						
Excessive Use	45	.713	1.276	.277	5.197	.66
Not Excessive Use	150	.713	2.641	.481	3.265	.01

alcoholic offender, initially focusing on the alcohol problem of clients, and then providing reintegrative assistance.

Summary

The section above has been included in this study to suggest to administrators some guidelines as to the types of clients with whom their halfway house program have been effective. By using analysis of covariance and comparing adjusted scores of the halfway house and comparison groups, a measure of "benefit" received from houses was developed. This is preferred to a simple comparison of unadjusted outcome scores which would provide indicators of the outcome of resident categories, but would not indicate whether the outcome was due to the halfway house experience or would have occurred within regular methods of correctional treatment.

Data in the above section highlight some interesting findings about categories of residents who receive a significant level of benefit from house

services. Results do not always correspond to what might be pre-conceived hypotheses. Therefore, these findings are valuable to the correctional administrator who attempts to prescribe programs for various categories of clients, yet must act on intuition, without knowledge of the ability of certain programs to assist certain clients.

Halfway houses have been shown to provide a significant level of benefit to a wide variety of residents, even though attempts to cater to all categories of clients may reduce house effectiveness. It has been pointed out that, "more must be learned about the types of offenders who can best benefit from the various types of [halfway house] programs, and about the kinds of residential population balances best designed to produce optimum results."³ Decision-makers should make use of the information provided, either for selection of residents or development of additional programs for resident categories for which there is no conclusive evidence of received benefit.

Notes from Chapter IV

1. Outcome scores for this analysis were the raw scores after correction for differences between the comparison and halfway house groups. Therefore, these scores have been "adjusted" to reflect equalization of groups.
2. Walter C. Reckless, The Crime Problem, 5th Ed. (New York: Appleton-Century-Crofts, 1973), p. 81; Edwin H. Sutherland and Arnold R. Cressey, Criminology, 8th Ed. (Philadelphia: J. B. Lippincott Company, 1970), p. 124.
3. Center for Studies of Crime and Delinquency, "Graduated Release," National Institute of Mental Health, 1971.

CHAPTER V

THE OHIO FURLOUGH PROGRAM

Over the last decade, there has been an increasing emphasis on blurring the lines between the institution and the community by allowing inmates to participate in programs outside the institutional walls. The guiding philosophy for the development of such programs can be seen in a statement by the President's Task Force on Corrections:

Such programs permit offenders to cope with release problems in manageable pieces, rather than trying to develop satisfactory home relationships, employment, and leisure-time activity all at once. They also permit staff to carry out early and continuing assessment of individuals' progress under actual stresses.¹

In 1973, the National Advisory Commission on Criminal Justice Standards and Goals also emphasized the need to break down the institution-community dichotomy. The report of the Commission recommended the marshalling and coordination of community resources to allow inmates to be granted furloughs to participate in community service programs.² There are several other recent articles to which the reader could refer for more information on furloughs from prison, work release, or study release.³

Ohio's search for new alternatives to the institutional handling of adult offenders is evidenced in a recent furlough "pre-release" program. The furlough program, passed by the Ohio legislature and signed into law in December 1971, is a far reaching and promising program for community correctional advocates, extending the limits of confinement to include work and educational/training furlough.

The purpose of the program is to grant furloughs to those prisoners who have been screened as "trustworthy" and judged as likely to benefit from a concentrated program of vocational training, educational training, or public

employment. It is hoped that after these individuals have received training and/or education in a natural community setting, they will possess the necessary tools for obtaining suitable employment and will thus be able to function as law abiding, productive members of society.

Besides providing training, the furlough program has the dual purpose of easing the transition of the prisoner into the free community by allowing for a gradual reintegrative process. Inmates granted furlough release are allowed to live in the community, although their actions are constantly supervised, and take advantage of community resources that can be quite beneficial to his reintegrative efforts and less expensive to the State than creation of institutional programming.

The Furlough Bill was signed into law in December 1971, and the first prisoners were released to participate in the furlough program in June of 1972. As of May 31, 1974, 505 inmates had applied for release on the furlough program; 423 were granted furlough and 82 were denied.

Table 20 illustrates the types of programs in which those inmates granted furlough were involved. Distribution of furloughees is fairly

TABLE 20
TYPES OF FURLOUGH PROGRAMS

Type of Program	Frequency	Percentage
Vocational	157	37.1
Public Work	141	33.3
Educational	106	25.1
Project New Gate	19	4.5
Total	423	100.0

evenly divided between vocational, educational, and public works programs. Project New Gate is a special program to allow inmates to attend college. It is very similar to the regular furlough educational component.

The Halfway House Furlough Sample

The furlough law requires that furloughees be confined when not actually working or engaged in a vocational training or educational program, confinement to be in a suitable facility designated by the Adult Parole Authority. Such facilities include halfway houses, YMCA's, YWCA's, or college campuses. The definition could also include any facility operated by the Adult Parole Authority or the Ohio Department of Rehabilitation and Correction, with the exception of penal institutions.

The certified halfway houses included in this study have housed more than 80 percent of all released furloughees. Since the beginning of the furlough program, until May 31, 1974, the Adult Parole Authority has paid \$477,245 to facilities for furlough accommodations and of that amount, \$376,739 has been paid to these halfway houses.

Ninety-five furloughees resided in halfway houses during the study time of three months during 1973. These furloughees comprised 23 percent of the total halfway house population during that period. Since they were residents of the house, they were interviewed and data obtained was included in the descriptive report of Volume I. However, this furlough population was not "followed-up" in the same manner as the rest of the halfway house population (that is, in terms of the relative adjustment measure), since they utilized house services for different purposes, and were often several months away from parole.

Of the 423 inmates granted furlough as of May 31, 1974, 146 (34.5 percent) were still in the program and 277 (65.5 percent) had completed or been terminated from the program. Table 21 illustrates the breakdown of the number of persons who are no longer involved in the program.

TABLE 21
REASONS FOR LEAVING FURLOUGH PROGRAM

Reason	Frequency	Percentage (Of those Leaving)	Percentage (Of All 423 Furloughees)
Paroled	202	72.9	47.8
Terminated	72	25.9	17.0
Absconded supervision	32	11.5	7.6
Violation of furlough rules	28	10.1	6.6
Committed new felony	11	4.0	2.6
Returned at furloughee's request	1	0.3	0.2
Died while in program	3	1.2	0.7
Total	277	100.0	65.5

The most significant finding in this status report of furloughees is the fact that only 17 percent of all persons granted furlough had been terminated from the program, and only 2.6 percent of all furloughees had committed a new felony. Examining the success of the program 72.9 percent had successfully completed the program and been granted parole.

The furlough program appears to be at least partially successful. The program has served to shorten the time spent in prison for over four hundred inmates since its inception. Some penologists might argue that this is reason enough for the program's continuation. However, perhaps

more important is the fact that the furlough participants receive additional vocational, educational, and work experiences that are not afforded institutional inmates. The furlough program also provides the benefits of both institutional and community experience, and assists the individuals in their reintegration into the community.

The furlough program appears to be based on theoretically acceptable principles. However, like many other innovative social programs, it needs to be guided not by theory alone but by quantitative measures of effectiveness. Data cited in this chapter are a partial measure of the success of the program. The fact that 72.9 percent of the furloughees successfully complete the furlough requirements and were awarded parole status is encouraging, as is the fact that only 2.6 percent of the program participants committed new felony offenses while on furlough status. However, these measures are by no means an adequate picture of the effectiveness of the furlough program. There is a need for a follow-up evaluation on furlough participants. It is also important to examine the jobs or career opportunities provided by participation in furlough programs, the percentage of furloughees who continue in their trained area after release, the effect of legal restrictions on providing furloughees beneficial work experience, and the overall effectiveness of the program in improving offender relative adjustment.

Notes from Chapter V

1. The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections (Washington, D.C.: United States Government Printing Office, 1967), p. 11.
2. National Advisory Commission on Criminal Justice Standards and Goals, Corrections (Washington, D.C.: United States Government Printing Office, 1973), Standards 7.1 and 7.2, pp. 237-241.
3. The following are a few recent articles or books which either provide information for implementing a furlough program or past evaluations on the utility of such programs.
 - Ordering Time to Serve Prisoners: A Manual for the Planning and Administering of Work Release (Washington, D.C.: LEAA Technical Assistance Division, United States Government Printing Office, 1973).
 - Graduated Release (Washington, D.C.: National Institute of Mental Health, Center for Studies of Crime and Delinquency, United States Government Printing Office, 1971).
 - A Review of Pre-Release Programs (Huntsville, Texas: Sam Houston State College, Institute of Contemporary Corrections and the Behavioral Sciences, 1969).
 - "Statutory Authorization for Furlough and Work Release Programs," (Washington, D.C.: American Bar Association, Resource Center on Correctional Law and Legal Services, 1973).
 - Work Release: A Directory of Programs and Personnel, by Walter H. Busher (Washington, D.C.: Law Enforcement Assistance Administration, United States Government Printing Office, 1973).
 - "New Directions in Corrections," by J. M. McKee (Montgomery, Alabama: Rehabilitation Research Foundation, 1971).
 - "On Conquering Prison Walls," by Mark S. Richmond, Federal Probation 30 (June 1966): 17-22.

CHAPTER VI

PROJECTED LOADS AND COSTS FOR THE OHIO CORRECTIONAL SYSTEM: A SIMULATION

Introduction

This chapter includes a mathematical representation of the processing of offenders through the Ohio correctional system, to include halfway houses. It is designed to provide load and cost data for all incarcerated and post-incarcerated states or conditions. Pre-incarceration and probation have not been included in the representation, since it would be difficult to gather reliable data on all local probation and court loads, and even estimates would be too crude for accurate outcome. The models developed are useful for considering impacts resulting from possible changes in policy, and discovering the long-range effect on the various conditions or states included in the model. For purposes of this study, computations were estimated over a ten-year period. In summary, this chapter examines the possible outcomes, costs, and or changes in the correctional system if certain policies are continued or altered.

The term "model" used in this context means an abstraction of reality. The abstractions developed in a modeling effort are of necessity simpler than the "real world" and thus limited in terms of their descriptive and predictive capabilities. However, the use of models to describe and organize information can be of great value in assisting planners and policy makers in aggregating and manipulating large amounts of data. It is from this perspective that the models were developed.

The underlying assumptions and philosophy of systems analysis suggests that significant benefits can accrue from structuring a model in

a form suitable for simulating the performance of a system through manipulation of the system's principal characteristics according to a defined set of rules or procedures. Among other benefits, such a model allows system administrators or planners to hypothesize changes in the system and determine corresponding changes in the model, simulate the activities of a system over a period of time, and interpret the probable impact of the proposed change on the system. Thus the model serves as an experimental resource and tool for the planning process.

One of the easiest methods to use in constructing such a model is to represent the system in an analytical fashion in which mathematical symbols are used to represent physical quantities. Thus the rules [or procedures] to be utilized are those of mathematics. A mathematical model has the advantage of representing the selected aspects of the system in a form that can be worked with, using well known procedures.

Markov Processes

After reviewing the available data and conducting informal analyses of several different mathematical modeling techniques, a particular type of representation called a Markov process was selected. The details of the model or the computer program used to assist in computation will not be presented here in a rigorous fashion. The prospective user is encouraged to consult basic references in the statistical and operations research literature to ensure complete understanding of the strengths and limitations of the approach. However, in order to appreciate the power and the limitations of the tools developed, it is necessary to understand certain assumptions and characteristics of the technique. The Markov process can be characterized by the following:

1. The system is described as a set of "states." These states are interpreted herein as a location of an individual in the process, described according to the principal characteristics studied. For instance one could describe a person being in a state labeled "Ohio prison," or "regular parole supervision," or any one of the halfway houses.
2. Chances exist for a person to go from one state to another. These "transitions" are described in probabilistic terms. The transition probabilities are calculated from the empirical information collected during the study (average length of stay in each state, and loads going from one state to another).
3. The transitions that are allowed are treated as a function of time. In this model the probabilities are defined as "the probability of going from one state to another in one month."
4. The transition probabilities are only a function of the state in which the individual is. Hence, where the individual will be next month depends on where he is this month, and is in no way a function of where he was prior to this month. [This can be a limitation on the applicability of the Markov model in some situations.]
5. By considering a large number of people in the process, the model will yield the average number of people in each state, such as "the average number of residents in each halfway house per month," or "the number of persons under parole supervision each month."
6. Finally, by superimposing costs on a per case per month basis, over the expected loads in each state, one can utilize the model structure as an accounting aid in determining expected system costs.

Thus the primary information needed to support the development of a Markov model are estimates of the transition probabilities, the total population in the system (or, if available, estimates of the average loads for the states), and the costs associated with occupancy of each state. Frequently when developing this sort of model one discovers that key data elements are not available, and data must then be estimated on the basis of the best information one has.

For this particular model, data were gathered from all of the included halfway houses to determine house loads, costs, and transition probabilities. The Ohio Department of Rehabilitation and Correction provided information

on institutional, parole, and furlough loads and costs, and the United States Bureau of Prisons provided the same information for Ohio offenders under their supervision. Data were drawn for only a one year period (1973), presenting some limits to the overall analysis.

After gathering data to calculate transitional probabilities and determine state costs, the information was combined into the Markov framework and the model stabilized. The stabilized loads were then used as the starting loads for the model, and several hypothesized program or policy changes were simulated. Results indicate the system loads and costs if that policy change was made separately, or if some changes were made simultaneously. The changes which could be mathematically analyzed using this basic model is limited only by the imagination of any study team in predicting future policy changes.

Present System Model

This section is a description of the present correctional system, to include the loads and costs of each state, and the transitional probabilities of moving from one state to another. The present system was constructed from the analysis of data for 1973. Since that time, some changes in programs have been made that are reflected in the subsequent sections of predicted changes.

Markov Model State Descriptions

The present system includes eighteen states, beginning with the incarcerated offender, moving through parole or halfway house supervision, and ending with either a recidivism state or a "free" state of being released from supervision. Following the definitions of states, a system

flow chart illustrates the possible transitions as assumed in the model.

The eighteen states are defined as:

1. Federal Prison. This includes all Ohio residents in federal prisons who will be returning to Ohio on parole, placed in a community correctional center, or released without further supervision.
2. Ohio Prison. This state includes offenders incarcerated in any of Ohio's seven institutions or in the medical center. This state supplies the largest number of offenders which will be processed through the system.
3. Parole. This state includes all incarcerated offenders who leave an Ohio or federal institution by way of parole, shock parole, shock probation, furlough, or transfer to a community correctional center. This is only a status or dummy state, and no cost is involved.
4. Furlough. All incarcerated offenders having state institutions on a work or educational furlough status are included in this state. It, too, is merely a status state, and no cost is involved.
5. Free. This state serves a dual purpose. It includes those offenders released after maximum expiration of their sentence who have no parole supervision and therefore no cost. It also acts as a feedback and stabilizing state for those being released from parole supervision. The model is stabilized as all these people are fed back into a prison system so the model does not exhaust itself.
6. Regular Parole Supervision. All offenders from the parole state under regular supervision, rather than in a halfway house, are included in this state.
- 7-16. Halfway Houses. Each halfway house involved in the study has been analyzed separately. This is imperative since each house has different space limits and accepts residents from other states differentially.
17. Other Facility. This state includes those offenders who are placed in a community facility other than a halfway house. Both federal and Ohio correctional departments contract with agencies such as Volunteers of America, Salvation Army, and YMCA.
18. Law/Court. This is the recidivism state for those offenders who commit a new crime and are returned to the institution. Unlike the feedback from the "Free" state (Number 5), there is a cost assigned for the processing of these recidivists through the criminal justice system.

The possible transition through these 18 states is presented in the following flow chart (see Figure 1). From Ohio prisons, offenders can go to parole, furlough, or free states, but all federal prisoners go directly to regular supervision or a community facility. From parole, offenders can go to regular supervision, one of the 10 halfway houses, or another facility. Furloughees initially go to a halfway house or another facility. All free state persons return to a federal or state prison at the same percentage as they had exited. Regular supervision can stay in that state, go to the free state, or recidivate (law/court). Halfway house residents go either to regular supervision, the free state, the recidivism state, or stay at the house. Residents at other facilities all go to the free state, and recidivists flow into either state or federal prisons.

Transitional Probabilities

These 18 states of the model interact with each other through the flows of people from one state to another. The most straightforward mathematical representation of the state-space description of the system utilizes matrices. By arranging the states as the identifiers for the rows and columns of a square matrix, it is possible to represent every possible interaction among the states in terms of the transition probabilities. By multiplying a vector indicating the number of people (the load) in each state by the square matrix of transition probabilities, one obtains a new vector indicating the expected number of people in each state after one transition (after one month for the model formulation used herein). By continuing this multiplication process, one is able to simulate the activities of the system represented by the Markov Model for any desired period of time.

FIGURE 1
POSSIBLE TRANSITION THROUGH THE CORRECTIONAL SYSTEM

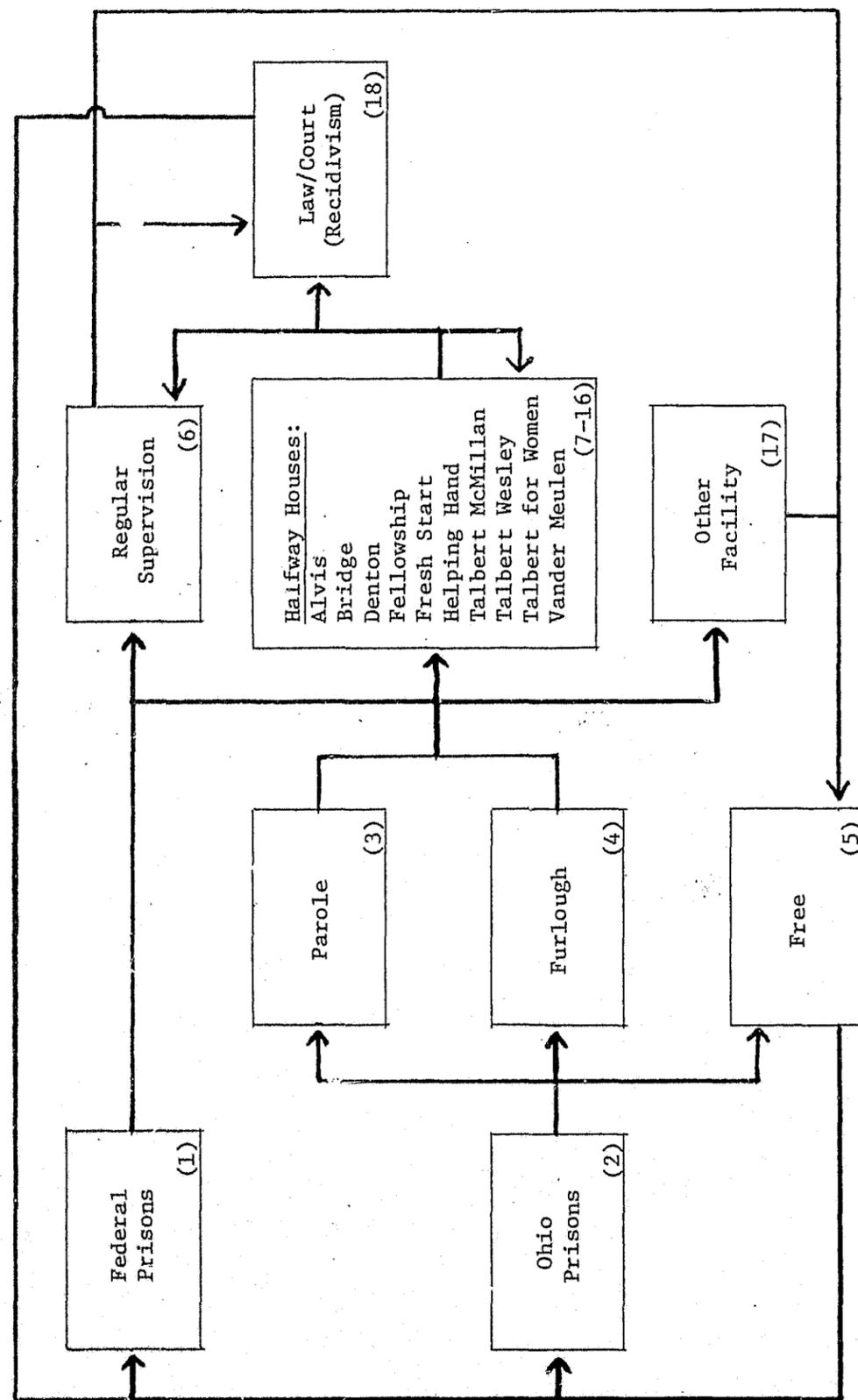


Table 22 presents the transition probabilities for the model. The information upon which the transition probabilities are based came directly from data of external movements through the system for 1973. The computation of the probabilities included calculating the proportion of the population in each state going to each other allowed state, determining the average length of stay in each state, and prorated the state output accordingly.

The initial loads of the model are also included in Table 22. These are the average monthly load for each state over 1973 as computed from data gathered from the agencies.

Present System Costs

One of the desired characteristics of a model is an ability to facilitate cost analysis of alternative system programs. The Markov model developed has this characteristic in that it provides a simple straightforward framework for summing costs based on the dollar amount per case per month for that state. Costs are only costs to the correctional system, and do not represent costs incurred when offenders receive services from some other social welfare agency.

Although reliable information was available in developing costs of various states, cost figures do not represent a cost-benefit analysis or measure of economic efficiency. The cost data are intended to provide reasonable indications of the economic sensitivity of the system to hypothesized programs. The emphasis is on the use of dollars or dollar equivalents as a meaningful measure of total system impact of potential programs.

The monthly costs for each state are presented in the transition matrix of Table 22. Monthly costs for federal and state institutions were obtained from the Ohio Department of Rehabilitation and Correction and the United

TABLE 22

TRANSITION PROBABILITIES AND COSTS FOR CORRECTIONAL SYSTEM STATES

STATES	Initial Load	Per Case Monthly Cost	Federal Prison (1)	Ohio Prison (2)	Parole (3)	Furlough (4)	Free (5)	Regular Supervision (6)	Alvis House (7)	Bridge House (8)	Denton House (9)	Fellowship House (10)	Fresh Start House (11)	Helping Hand (12)	Talbert McMillan (13)	Talbert Wesley (14)	Talbert for Women (15)	Vander Meulen (16)	Other Facility (17)	Law/Court (18)
(1) Federal Prison	784	446.7	.9560					.0213	.0035	.0001	.0025	.0000	.0000	.0086	.0039	.0039	.0002	.0000	.0000	
(2) Ohio Prison	7879	391.8		.9538	.0437	.0025		.823	.016	.009	.014	.004	.009	.016	.007	.005	.006	.012	.079	
(3) Parole	344.6	0.0							.260	.043	.105	.022	.010	.150	.054	.054	.007	.090	.205	
(4) Furlough	19.75	0.0																		
(5) Free	150	0.0	.090	.910			.066													
(6) Regular Supervision	4135	38.70						.857	.800											.077
(7) Alvis House	54	356.7						.189											.008	.003
(8) Bridge House	18	412.5						.210	.765										.019	.006
(9) Denton House	50	450.0						.129		.863									.004	.004
(10) Fellowship House	11	301.5						.168			.804								.012	.016
(11) Fresh Start	13	300.0						.148					.845						.007	.000
(12) Helping Hand	72	322.8						.173						.815					.007	.005
(13) Talbert McMillan	16	508.5						.257							.722				.000	.021
(14) Talbert Wesley	15	488.4						.159								.800			.019	.022
(15) Talbert for Women	15	549.9						.139									.854		.000	.007
(16) Vander Meulen	10	300.0						.398										.559	.033	.010
(17) Other Facility	25	325.8																		
(18) Law/Court	23.78	550.0	.090	.910			1.000													

States Bureau of Prisons. They represent variable costs, excluding any facility costs. Parole and furlough are transitional status states and reflect no cost figure. The free state is a no cost figure, since the offender is not supervised in this state.

Regular supervision is a combination of the costs of supervising both federal and Ohio parolees, weighted according to the loads of each type of caseload. Ohio costs for parole supervision are \$392/year and federal costs are \$1200/year. Halfway house costs are their computed monthly variable costs for providing residence and services to clients. These are actual house costs, rather than the partial payments made by Ohio and federal correctional systems in contracting house services. The cost of other facilities is an estimate, based in part on knowledge of their costs and in part on knowledge of what correctional agencies pay to contract services.

The law/court state is an estimated calculation based on some prior data on the cost to police, prosecutors, and courts in arresting, processing and convicting offenders. As previously mentioned, there are some limits to the cost analysis due to the estimates of some states.

These monthly state costs have been multiplied by the monthly loads to obtain system costs at the end of each twelve month period. Table 23 represents the total costs to the correctional system for operation in the stable or present states projected annually for the next ten years. If policies continue and loads remain stable, the variable system costs over the next ten years have been calculated at \$42,700,660.

TABLE 23

ANNUAL VARIABLE SYSTEM COST

Year	Annual Cost	Accumulated Cost
1	\$4,270,090	\$ 4,270,090
2	4,270,040	8,540,130
3	4,270,050	12,810,180
4	4,270,060	17,080,240
5	4,270,070	21,350,310
6	4,270,070	35,620,380
7	4,270,070	29,890,450
8	4,270,070	34,160,520
9	4,270,070	38,430,590
10	4,270,070	42,700,660

Present System Loads

Initial loads were determined by computing the average monthly population in each state from data provided by the agencies involved. Due to the problem of entering a mobile system with a static model, these loads needed to be adjusted or stabilized. This was accomplished by letting the Markov process compute loads with no policy changes over a ten-year period.

Stabilized loads are more realistic of the actual correctional population, and can be used as bases for hypothesized changes in policies. Table 24 illustrates beginning and stable loads.

Resulting Load and Cost Analysis for Policy OptionsOption 1: Shock Parole Using Halfway Houses

This option hypothesized that Ohio's recent shock parole statute would increase the number of men paroled from Ohio institutions by 50 parolees per month. Furthermore, the added parolees would be distributed to regular supervision and community correctional centers with the same transitional

TABLE 24

BEGINNING AND STABILIZED MONTHLY SYSTEM LOADS

State	Beginning Monthly Load	Stabilized Monthly Load
(1) Federal Prison	784.0	918.0
(2) Ohio Prison	7879.0	8836.0
(3) Parole	344.6	386.0
(4) Furlough	19.8	22.2
(5) Free	220.0	226.6
(6) Regular Supervision	4135.0	2851.0
(7) Alvis	54.0	75.0
(8) Bridge	18.0	19.3
(9) Denton	50.0	72.9
(10) Fellowship	11.0	10.4
(11) Fresh Start	13.0	23.9
(12) Helping Hand	72.0	94.1
(13) Talbert McMillan	16.0	27.0
(14) Talbert Wesley	15.0	33.7
(15) Talbert for Women	15.0	18.3
(16) Vander Meulen	10.0	15.0
(17) Other Facility	25.0	38.4
(18) Law/Court	210.0	222.4

probabilities as regular parolees. Table 25 illustrates the new state loads resulting from the option.

The load data on this option indicate that there is not a significant growth of halfway house residents resulting from this policy. Although each house would add a few residents, the major changes are a reduction in Ohio prisons and an increase under regular parole supervision. However, even these changes are relatively small. By only releasing 50 inmates per month or 600 per year, there is a minute change on the loads of the system.

As indicated in Table 26, there is a corresponding reduction in the system cost when operationalizing this option. By implementing this option, the annual cost is consistently reduced by 2.1 percent over each yearly period for the next ten years.

TABLE 25

OPTION 1: SHOCK PAROLE USING HALFWAY HOUSES

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	933.8	955.6	969.0	981.3	987.0
2	8836.0	8533.1	8492.3	8478.0	8465.6	8459.9
3	386.0	422.2	419.9	419.1	418.5	418.2
4	22.2	21.4	21.3	21.3	21.2	21.2
5	226.6	242.4	243.6	243.6	243.5	243.5
6	2851.0	3051.8	3069.4	3070.0	3069.6	3069.4
7	75.0	78.1	78.0	78.2	78.3	78.4
8	19.3	20.6	20.5	20.4	20.4	20.4
9	72.9	75.9	76.2	76.4	76.6	76.7
10	10.4	11.0	11.0	11.0	10.9	10.9
11	23.9	25.8	25.8	25.7	25.7	25.7
12	94.1	97.1	97.8	98.4	99.0	99.3
13	27.0	28.0	28.2	28.4	28.6	28.6
14	33.7	34.6	34.9	35.2	35.4	35.4
15	18.3	19.6	19.7	19.6	19.6	19.6
16	15.0	15.9	15.8	15.8	15.7	15.7
17	38.4	41.3	41.0	41.0	40.9	40.9
18	222.4	237.6	239.3	239.4	239.4	239.4

TABLE 26

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 1

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 4,182,210	-2.1%
2	8,540,130	8,360,210	-2.1
3	12,810,180	12,539,120	-2.1
4	17,080,240	16,518,740	-2.1
5	21,350,310	20,898,780	-2.1
6	25,620,380	25,079,060	-2.1
7	29,890,450	29,259,480	-2.1
8	34,160,520	33,439,480	-2.1
9	38,430,590	37,620,550	-2.1
10	42,700,660	41,801,150	-2.1

Option 2: All Shock Parolees Go to Regular Supervision

It is possible that residents receiving shock parole would be low risk cases with community ties and would not need halfway house services. Although it is most likely that the number of shock parolees assigned to halfway houses will vary somewhere between Option 1 and this option, this option examines the hypothesis that no shock parolees will be assigned to halfway houses.

Table 27 illustrates how this would have no effect on halfway house loads. The small decrease in the institutional population would be in the regular supervision state. Table 28 illustrates the savings which would

TABLE 27

OPTION 2: SHOCK PAROLEES GO TO REGULAR SUPERVISION

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	936.3	958.6	972.2	984.6	990.4
2	8836.0	8556.8	8520.9	8507.1	8494.6	8488.8
3	386.0	374.5	372.7	372.1	371.7	371.2
4	22.2	21.5	21.4	21.4	21.3	21.3
5	226.6	241.4	242.4	242.3	242.3	242.2
6	2851.0	3096.2	3109.9	3109.9	3109.6	3109.3
7	75.0	74.6	74.4	74.5	74.7	74.8
8	19.3	18.8	18.7	18.6	18.6	18.6
9	72.9	72.0	71.6	71.7	71.0	72.0
10	10.4	10.1	10.0	10.0	10.0	10.0
11	23.9	23.4	23.1	23.0	23.0	22.9
12	94.1	93.4	93.9	94.5	95.2	95.5
13	27.0	26.8	27.1	27.3	27.4	27.5
14	33.7	33.5	33.8	34.1	34.4	34.5
15	18.3	18.0	17.8	17.7	17.7	17.7
16	15.0	14.6	14.5	14.5	14.5	14.4
17	38.4	37.3	37.1	37.1	37.0	37.0
18	222.4	240.9	242.3	242.3	242.3	242.3

TABLE 28

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 2

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 4,186,550	-2.0%
2	8,540,130	8,370,100	-2.0
3	12,810,180	12,554,700	-2.0
4	17,080,240	16,740,020	-2.0
5	21,350,310	20,925,760	-2.0
6	25,620,380	25,111,740	-2.0
7	29,890,450	29,297,860	-2.0
8	34,160,520	33,484,070	-2.0
9	38,430,590	37,670,340	-2.0
10	42,700,660	41,856,640	-2.0

correspond to a change in policy to Option 2. There is very little difference in the cost of Option 1 and Option 2; Option 2 reduces the present policy cost by 2 percent over the next ten years.

Option 3: Increase Furlough Program to 30 Inmates per Month

This option tests the effect of increasing the number of institutionalized offenders released under the Ohio furlough program. The objectives of the program in the past were to release 30 inmates per month, but, as of yet, this goal has not been reached. It is therefore a realistic hypothesis to test the effect of this increase. Furloughees will be placed, in this option, in various halfway houses at the same proportions as they were previously assigned.

Table 29 illustrates how the increase would be distributed among the halfway houses. All houses' resident populations would be increased to accomodate the expanded furlough program. As seen in Table 30, there is no significant difference in the system cost when the furlough program is increased to release 30 inmates per month.

TABLE 29

OPTION 3: FURLOUGH 30 INMATES PER MONTH

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	919.9	923.0	925.2	927.3	928.2
2	8836.0	8779.4	8767.5	8764.6	8762.1	8761.1
3	386.0	384.0	383.4	383.3	383.2	383.1
4	22.2	30.0	30.0	30.0	30.0	30.0
5	226.6	229.2	229.6	229.7	229.7	229.7
6	2851.0	2866.2	2872.2	2873.0	2873.0	2873.0
7	75.0	85.1	85.8	85.9	85.9	85.9
8	19.3	20.6	20.6	20.6	20.6	20.6
9	72.9	77.6	78.5	78.6	78.7	78.7
10	10.4	11.2	11.2	11.2	11.2	11.2
11	23.9	24.2	24.2	24.2	24.2	24.2
12	94.1	99.8	100.3	100.5	100.6	100.6
13	27.0	28.5	28.6	28.6	28.6	28.6
14	33.7	35.6	35.8	35.8	35.9	35.9
15	18.3	18.5	18.5	18.5	18.5	18.5
16	15.0	16.6	16.6	16.5	16.5	16.5
17	38.4	40.1	40.1	40.1	40.0	40.0
18	222.4	223.6	224.2	224.3	224.3	224.3

TABLE 30

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 3

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 4,261,350	-0.2%
2	8,540,130	8,520,920	-0.2
3	12,810,180	12,780,430	-0.2
4	17,080,240	17,040,020	-0.2
5	21,350,310	21,299,670	-0.2
6	25,620,380	25,559,350	-0.2
7	29,890,450	29,819,050	-0.2
8	34,160,520	34,078,760	-0.2
9	38,430,590	38,338,480	-0.2
10	42,700,660	42,598,210	-0.2

Option 4: Increase Furlough Program to 50 Inmates per Month

It is possible that the furlough program would expand even beyond the initial objectives of Adult Parole Authority administrators. This option examines the effect of expanding the furlough release program to 50 inmates per month. If transition probabilities remain stable, Table 31 indicates that Alvis, Denton, and Helping Hand would have the greatest increases, and all house populations would expand. Table 32 indicates the insignificant reduction in cost by adopting this option. The furlough program can be expanded without increasing the total cost to the correctional system.

TABLE 31

OPTION 4: FURLOUGH 50 INMATES PER MONTH

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	924.7	935.4	942.7	949.7	953.0
2	8836.0	8641.7	8602.2	8591.9	8584.6	8581.3
3	386.0	378.2	376.2	375.7	375.4	375.3
4	22.2	49.2	49.0	49.0	48.9	48.9
5	226.6	235.7	237.1	237.2	237.2	237.2
6	2851.0	2404.6	2924.8	2927.0	2927.2	2927.1
7	75.0	108.0	110.3	110.3	110.3	110.3
8	19.3	23.8	23.8	23.8	23.8	23.8
9	72.9	89.4	92.2	92.7	92.8	92.9
10	10.4	13.1	13.2	13.2	13.2	13.1
11	23.9	25.1	25.0	25.0	25.0	24.9
12	94.1	113.7	115.6	116.0	116.3	116.5
13	27.0	32.1	32.2	32.3	32.4	32.5
14	33.7	40.4	40.9	41.1	41.2	41.3
15	18.3	19.2	19.2	19.2	19.1	19.1
16	15.0	20.4	20.3	20.2	20.2	20.2
17	38.4	44.2	44.1	44.0	44.0	44.0
18	222.4	226.8	228.7	228.9	229.0	229.0

TABLE 32

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 4

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 4,239,820	-0.7
2	8,540,130	8,473,770	-0.8
3	12,810,180	12,707,590	-0.8
4	17,080,240	16,941,720	-0.8
5	21,350,310	21,176,060	-0.8
6	25,620,380	25,410,530	-0.8
7	29,890,450	29,645,070	-0.8
8	34,160,520	33,879,650	-0.8
9	38,430,590	38,114,250	-0.8
10	42,700,660	42,348,870	-0.8

Option 5: Furlough Program Ended

It is also important to examine the effect on halfway houses if the furlough program were ended. During the latter part of 1974, very few furlougees were released due to the financial restraints on the Ohio Department of Rehabilitation and Correction. Table 33 illustrates the system effect of such a policy change. The same houses that accomodate a large percentage of the furlough releases and would gain the most residents if the program expanded are also those houses which would be hurt most in numbers if the program were deleted. However, the loss of residents of small houses such as Fellowship and Vander Meulen could be critical. These small houses, which rely on state furlough contracts for a large portion of their income, could be forced to close their facilities. Before a policy such as this option is undertaken, consideration should be given to the effect on the private institutions which would be affected.

TABLE 33

OPTION 5: FURLOUGH PROGRAM ENDED

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	912.7	904.0	897.8	892.0	889.2
2	8836.0	8991.0	9026.3	9035.8	9042.4	9045.6
3	386.0	393.0	394.7	395.1	395.4	395.6
4	22.2	0.0	0.0	0.0	0.0	0.0
5	226.6	219.2	217.9	217.8	217.8	217.8
6	2851.0	2807.3	2790.2	2787.9	2787.6	2787.5
7	75.0	49.8	47.6	47.4	47.3	47.3
8	19.3	15.6	15.5	15.5	15.6	15.6
9	72.9	59.6	57.0	56.6	56.4	56.3
10	10.4	8.2	8.1	8.1	8.1	8.1
11	23.9	22.9	22.9	22.9	23.0	23.0
12	94.1	78.3	76.5	76.1	75.8	75.6
13	27.0	27.4	22.8	22.7	22.6	22.6
14	33.7	28.3	27.7	27.6	27.4	27.4
15	18.3	17.5	17.5	17.6	17.5	17.5
16	15.0	10.7	10.7	10.7	10.8	10.8
17	38.4	33.7	33.8	33.8	33.8	33.8
18	222.4	218.8	217.2	217.0	216.9	216.9

Not only would the discontinuance of the furlough program have a critical effect on halfway houses, but it would also raise the cost to the correctional system (Table 34). This total cost is only 0.7 percent above the present policy cost to the correctional system, but the resulting cost to the Ohio Department of Rehabilitation and Correction would be much higher, since they subsidize only about two-thirds of the average halfway house cost per resident, and would subsidize the total cost of offenders under their supervision.

TABLE 34

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 5

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 4,294,580	+0.6
2	8,540,130	8,594,280	+0.6
3	12,810,180	12,894,260	+0.7
4	17,080,240	17,194,050	+0.7
5	21,350,310	21,493,700	+0.7
6	25,620,380	25,793,260	+0.7
7	29,890,450	30,092,760	+0.7
8	34,160,520	34,392,240	+0.7
9	38,430,590	38,691,710	+0.7
10	42,700,660	42,991,170	+0.7

Option 6: Increase Furlough and Parole

It is possible to use this model for simultaneously changing more than one policy. This option calculates the effect of releasing an additional 100 inmates per month on regular parole and another 50 on furlough. This is not an unreasonable policy if the Department of Rehabilitation and Corrections became totally committed to the use of community corrections and reducing institutional populations.

Table 35 illustrates the ten-year load projections if this policy were implemented. Data indicate adoption of such a policy would reverse the present trend of an increasing Ohio institutional population (state 2), and increasing the number under regular parole supervision (all of the increased parole releases have been added directly to state 6). Halfway house populations would also be increased due to the increased use of furlough.

TABLE 35

OPTION 6: INCREASE REGULAR PAROLE BY 100 AND FURLOUGH BY 50

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	969.8	1034.7	1074.3	1109.9	1126.1
2	8836.0	7892.1	7771.1	7732.2	7699.8	7685.2
3	386.0	346.2	340.0	338.2	336.7	336.1
4	22.2	70.1	68.8	68.5	68.1	68.0
5	226.6	274.7	277.8	277.6	277.2	277.0
6	2851.0	3465.1	3513.7	3512.8	3509.2	3507.5
7	75.0	132.9	134.8	134.9	135.0	135.1
8	19.3	26.7	26.2	26.0	25.9	25.8
9	72.9	101.6	105.2	106.0	106.4	106.6
10	10.4	14.9	14.7	14.6	14.5	14.5
11	23.9	25.1	24.4	24.1	24.0	23.9
12	94.1	128.9	132.4	134.1	135.8	136.6
13	27.0	35.9	36.4	46.9	37.4	37.6
14	33.7	45.7	47.0	47.8	48.5	48.9
15	18.3	19.3	18.9	18.8	18.7	18.7
16	15.0	24.0	23.3	23.2	23.1	23.0
17	38.4	46.7	45.9	45.7	45.6	45.5
18	222.4	269.7	274.6	274.6	274.3	274.2

An examination of the projected costs (Table 36) indicates a savings of between 5 and 6 percent when this policy is adopted. Parole supervision is less costly than institutionalization, and results in savings in excess of \$230,000 per year to the total correctional system. Although this is simply a mathematical model, it still points out some obvious advantages to the increased reliance on community-based, rather than institutional corrections.

TABLE 36

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 6

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 4,039,510	-5.4
2	8,540,130	8,068,010	-5.5
3	12,810,180	12,100,080	-5.5
4	17,080,240	16,134,760	-5.5
5	21,350,310	20,170,960	-5.5
6	25,620,380	24,208,020	-5.5
7	29,890,450	28,245,570	-5.5
8	34,160,520	32,283,410	-5.5
9	38,430,590	36,321,420	-5.5
10	42,700,660	40,359,520	-5.5

Option 7: Work Release Program

Ohio has constitutional restrictions against correctional inmates working for or in competition with private businesses. If this law were revoked, a work release program could be developed in which institutional inmates were allowed to leave the institution to work during the day, returning to institutional supervision at night. As indicated in Table 37, if this option only included incarcerated inmates, there would be no effect on future loads of halfway houses. The only load changes would be between Ohio prisons and an added state (number 19) of work release. This option would place 25 percent of the prison population in a work release program.

The major change in this program is the cost factor. If work release inmates were asked to pay for food and living accommodations, this would cut the cost to the system. A modest administrative cost of \$5.00 per person per month has been assigned to cover program costs. If 25 percent of the

TABLE 37

OPTION 7: WORK RELEASE PROGRAM

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	917.0	915.7	914.9	914.1	913.7
2	8836.0	6594.2	6595.2	6595.1	6596.1	6595.1
3	386.0	384.3	384.4	384.5	384.5	384.5
4	22.2	22.1	22.1	22.1	22.1	22.1
5	226.6	225.6	225.5	225.5	225.5	225.5
6	2851.0	2837.5	2837.3	2837.2	2837.3	2837.3
7	75.0	75.5	75.5	75.5	75.5	75.5
8	19.3	19.2	19.2	19.2	19.2	19.2
9	72.9	72.6	72.6	72.6	72.6	72.5
10	10.4	10.3	10.3	10.3	10.3	10.3
11	23.9	23.8	23.7	23.7	23.7	23.8
12	94.1	93.8	93.8	93.7	93.7	93.7
13	27.0	27.0	26.9	26.9	26.9	26.9
14	33.7	33.6	33.6	33.6	33.5	33.5
15	18.3	18.2	18.2	18.2	18.2	18.2
16	15.0	15.0	15.0	15.0	15.0	15.0
17	38.4	38.2	38.2	38.2	38.2	38.2
18	222.4	221.4	221.3	221.3	221.3	221.3
19				2197.5	2197.5	2197.9

incarcerated population were placed on a work release program, the cost to the correctional system would be cut by over 20 percent. Table 38 indicates the annual savings if this option were adopted.

Option 8: Split Sentencing for All Felons Before Parole

This option examines the effects on the system if Ohio were to adopt a split sentencing program in which all offenders served part of their sentence in prison and the last four to eight weeks in a community correctional center. Several states and the federal correctional system use split sentencing, at least to some extent.

TABLE 38

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 7

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 3,400,940	-20.4
2	8,540,130	6,801,530	-20.4
3	12,810,180	10,201,700	-20.4
4	17,080,240	13,601,640	-20.4
5	21,350,310	17,001,440	-20.4
6	25,620,380	20,401,160	-20.4
7	29,890,450	23,800,840	-20.4
8	34,160,520	27,200,490	-20.4
9	38,430,590	30,600,130	-20.4
10	42,700,660	33,999,760	-20.4

As can be seen from Table 39, loads on halfway houses would be enormous. Using the same percentage of assignments to the various houses, resident populations would increase five times over present house populations. This would also decrease the cost to the correctional system by almost 10 percent. As can be seen in Table 40, the annual cost to the system is decreased as individuals spend the last few weeks of their sentence in a community center.

Option 9: Split Sentence Used on 50 Percent of Parolees

If only 50 percent of parolees were placed in community centers the last four to eight weeks before their parole date, the results would be as illustrated in Table 41. Halfway houses would again be inundated with residents, although numbers would not be as large as in the previous option. Again, the institutional population would drop.

Just as in the previous option, the system costs would also drop. Table 42 illustrates how placing 50 percent of the inmates in community centers before parole would reduce the system cost by over 5 percent.

TABLE 39

OPTION 8: SPLIT SENTENCE FOR ALL PAROLEES

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	963.7	1066.1	1131.1	1118.4	1213.4
2	8836.0	6340.6	6104.3	6062.8	6026.1	6009.9
3	386.0	280.0	267.2	265.2	263.6	262.8
4	22.2	16.1	15.3	15.2	15.1	15.1
5	226.6	280.7	291.8	291.1	290.1	389.7
6	2851.0	3671.9	3829.2	3821.1	3810.6	3806.1
7	75.0	291.4	280.1	277.4	276.5	276.1
8	19.3	127.3	119.3	117.6	116.7	116.3
9	72.9	325.8	338.9	338.3	337.0	336.4
10	10.4	66.4	63.8	62.8	62.3	62.0
11	23.9	174.2	176.5	174.5	172.9	172.2
12	94.1	326.3	321.8	321.3	322.4	323.0
13	27.0	98.4	93.2	93.3	93.7	93.9
14	33.7	102.0	100.0	100.4	101.1	101.5
15	18.3	122.0	125.5	124.5	123.5	123.1
16	15.0	91.6	84.6	83.8	83.2	82.9
17	38.4	41.1	39.1	38.8	38.6	38.5
18	222.4	290.8	306.2	305.7	304.8	304.4
19					0.0	0.0
20					263.6	262.8

TABLE 40

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 8

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 3,905,220	-8.5
2	8,540,130	7,770,800	-9.0
3	12,810,180	11,644,890	-9.1
4	17,080,240	15,524,500	-9.1
5	21,350,310	19,407,150	-9.1
6	25,620,380	23,291,500	-9.1
7	29,890,450	27,176,830	-9.1
8	34,160,520	31,062,700	-9.1
9	38,430,590	34,948,890	-9.1
10	42,700,660	38,835,250	-9.1

TABLE 41

OPTION 9: 50 PERCENT OF PAROLEES USE SPLIT SENTENCE

State	Present Load	Load after Year				
		1	2	3	5	10
1	918.0	442.0	1000.7	1040.8	1077.2	1093.7
2	8836.0	7444.5	7236.8	7196.5	7167.0	7153.9
3	386.0	327.5	316.7	314.8	313.4	312.8
4	22.2	18.8	18.2	18.1	18.0	18.0
5	226.6	255.9	264.6	264.7	264.3	264.1
6	2851.0	3297.2	3420.6	3424.8	3421.1	3419.4
7	75.0	197.3	196.5	195.4	195.1	195.0
8	19.3	80.4	78.4	77.6	77.2	77.0
9	72.9	213.9	229.0	230.0	229.9	229.7
10	10.4	41.9	41.9	41.5	41.2	41.1
11	23.9	107.9	113.6	113.1	112.5	112.2
12	94.1	224.6	228.2	228.7	229.8	230.3
13	27.0	67.6	66.2	66.3	66.7	66.8
14	33.7	72.1	72.8	73.2	73.8	74.0
15	18.3	76.2	81.2	81.2	80.8	80.6
16	15.0	54.2	56.3	55.8	55.6	55.5
17	38.4	40.0	38.9	38.7	38.5	38.5
18	222.4	259.4	271.1	271.6	271.4	271.2
19	----				----	----
20	----				156.7	156.4

TABLE 42

ACCUMULATED TEN YEAR SYSTEM COST FOR OPTION 9

Year	Present Policy	Option Policy	% Difference
1	\$ 4,270,090	\$ 4,067,420	-4.7
2	8,540,130	8,100,660	-5.1
3	12,810,180	12,136,030	-5.3
4	17,080,240	16,174,130	-5.3
5	21,350,310	20,213,820	-5.3
6	25,620,380	24,254,420	-5.3
7	29,890,450	28,295,550	-5.3
8	34,160,520	32,336,980	-5.3
9	38,430,590	36,378,580	-5.3
10	42,700,660	40,420,280	-5.3

Summary

The Markov model as presented in this chapter is a useful tool in determining the future loads and costs on the various units of a system under several different policy prescriptions. The utilization of the Markov process is not limited to the relatively small number of policy changes analyzed. These options were chosen for examination due to their direct effect on the Ohio halfway houses.

As indicated in Table 24, the present average monthly loads will vary if the 1973 operations are continued. Trends indicate both the Federal and Ohio prison populations rising, leaving fewer offenders under traditional parole supervision. The population of halfway houses will rise for most houses, as the policy appears to be emphasizing increased supervision of offenders.

When examining the various options that could occur on the Ohio correctional scene, the results are quite informative. If the Ohio shock parole program would allow for release of 50 inmates per month, the institution populations would be reduced and the total system cost reduced by about 2 percent. Analysis has examined loads for regular supervision and halfway houses if shock parolees were assigned to houses as regular parolees or if all were placed only under regular supervision.

The effect of increasing the furlough program to 30 or 50 offenders per month, and of ending the program, were also examined. An increase in the utilization of the furlough program would lower the institutional population, increase the number of halfway house placements, and reduce the system cost. Ending the furlough program would, however, raise institutional populations, severely lower the halfway house populations, and raise the cost

to the correctional system. If parole and furlough were simultaneously increased (Option 7), the effect would be a reduction in the institutional populations and system cost.

The effect of starting a work release program in which inmates were required to pay the variable costs of their institutional stay has also been examined. Although there would be no resulting change on loads, involvement of 25 percent of the institutional population in such a program would reduce system costs by over 20 percent, even after including a program administrative cost.

The final two options examined involved the use of a split sentence where inmates served the last four to eight weeks of their sentence in a community facility. This program is utilized by the Federal Bureau of Prisons with several Ohio offenders. The effect of having all, or one half of all, parolees on split sentencing would reduce the system cost by over 9 percent and 5 percent respectively. Such a program would put significant loads on halfway houses or community facilities, although not unmanageable loads if proper planning were allowed.

Examination by the Markov model indicates that expansion of community correctional programs could be accomplished by utilizing halfway houses, and the result would be a reduced cost to the total correctional system. Since the Ohio Department of Rehabilitation and Correction assumes only a partial cost for halfway house operations, costs to the Department and State government would be reduced by an even larger dollar figure.

CHAPTER VII

SUMMARY

Future Development of Ohio Halfway Houses

Ohio has had a long history of emphasis on institutional treatment of offenders. Philosophically committed to maintaining rules of silence with each prisoner in a single cell, the Ohio Penitentiary was built in the 1830's. Even though the institution architecture was for the era well planned and not soon to be overcrowded, the "structure proved superior to the administration and solitary cells did not insure an effective program."¹ As early as the 1840's, Ohio prison officials became aware of the ineffectiveness of large institutions in positively changing the behavior of adult offenders. However, more than a century passed before the initiation of concerted efforts to develop alternatives to isolation of offenders in large institutions.

It was not until the late 1960's that community-based correctional programs began to gain the respect and understanding of Ohio citizens, a requirement for making this modality an effective reintegrative tool. These gains in acceptance of the community correctional movement can be partially attributed to the work of a number of innovative and enthusiastic persons. A few of these early pioneers for Ohio halfway houses were Maurice Breslin, Reverend Bill Denton, Reverend James Redding, and John M. McCartt. Through the early leadership of these and several other concerned citizens, Ohio is continuing its gradual move away from the failures of mass institutionalization and primarily custodial care of offenders, to an enlightened and supportive approach utilizing community-based treatment.

At the same time that a number of citizens were working in the community to set the groundwork for community correctional programs, the philosophy of the Ohio Department of Rehabilitation and Correction was also changing. After Dr. Bennett J. Cooper became Director in 1970, the Department began to develop further innovative programs to remove offenders from institutions and make maximum use of community alternatives. This trend and philosophy has been expressed by Dr. Cooper:

Just because a person offends society seriously, we need not always take him out of that society and lock him in a cage. Serious offenses against a society present differing degrees of threat to that society. In order to protect a society in all instances, we must work to keep offenders out of institutions whenever possible and assist them in adjusting to society without offending it. Each offender is different, and we ought to deal with each as an individual.²

Whether the enthusiasm that has begun to surround community-based corrections is to continue depends on a variety of factors, and although it often seems futile to predict a probable course of events, a few suggestions as to what has affected or will affect the future directions of halfway houses are offered.

The continued growth and acceptance of halfway houses is dependent to a large extent upon their ability to prove themselves as a successful correctional modality. Prior to this study, evaluations of halfway houses failed to produce significantly better results than many other community supervision programs in terms of recidivism, the traditional yardstick for measuring the effectiveness of correctional programs.³ Although this leads to some despair on the part of advocates of halfway houses, a major review of all types of correctional programs has concluded that "nothing works."⁴

At least a partial reason for the failure of correctional programs can be attributed to the poor selection of an outcome criterion for

measurement of success. Recidivism rates have traditionally been the basis for evaluating correctional programs. However, this dichotomous measure is sufficiently sensitive to detect gradual movements from criminal to acceptable behavior patterns. The rehabilitative correctional philosophy may have assumed the "sick" offender would be returned to society completely recovered; however, the now prominent reintegrative model realistically acknowledges a gradual internalization of community standards to replace a former reliance on criminal behavior.⁵ Therefore, other outcome measures (such as "relative adjustment" used in this analysis of halfway houses) should be developed and utilized in evaluations.

Past reports of no difference or of negative findings have caused some individuals to question the value of the halfway house as an effective mode of correctional treatment. However, these results should not discourage the move toward community-based treatment, but instead should force correctional administrators to systematically examine program operations and rationally design models that can be effective within the present correctional system.

One of the early problems in the development of halfway houses has been the lack of a systematic design for their utilization in the correctional system. Halfway houses were originally touted as a panacea for the community treatment of all offenders, without developmental research as to the types of residents who should be directed to houses, the needs of the residents, and programs to fulfill their needs effectively. In a sense, correctional planners were unaware of the potential of halfway houses, and the "state of the art" of the houses was not well developed. During the latter years of the 1960's, houses had not yet earned a substantial niche in the correctional system from which they could work

to effectively alter the behavior of ex-offenders. However, the analysis in this report indicates that Ohio houses have now developed at least the minimal expertise to effectively deal with the problems of residents, and that expansion of services is the next logical progression.

In the development of a systematic correctional design, the types of offenders selected to receive house services should be delineated. Although halfway houses receive clients in a variety of situations (alternative to prison, pre-release, and post-release), there is no well defined system or set of policies to guide judges, correctional administrators, or parole board members in their decision as to whom to place in houses, at what point they should leave the house, or the alternative placements after exit from a house.

Halfway houses are not a panacea for treatment of all offenders, and can only provide certain services for the clients that they do receive. The public should not be led to believe that all offenders can or should be treated in the community, but must be educated to understand the appropriate role of community programs in the correctional process. Rothman has thoughtfully addressed this issue:

In strategic terms, care should be taken not to fall into the trap of "100 percent" decarceration. The goal of reform in this campaign, it must be made clear, is not to allow the nightmarish cases, the three-time rapist or the four-time armed robber, to head right back to the streets. What the public must learn is that overpredictions of dangerousness are rampant in the criminal justice and mental health professions, and that reform can be accomplished in the great majority of cases without compromising public safety.⁶

In actuality, there is no systematic outline describing the flow of offenders through the correctional process and which allows graduated steps of supervision both prior to and after the use of prison incarceration. Private halfway houses have been shown to be an effective and

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viable element in the correctional process. However, before houses can improve their contribution, correctional planners need to prescribe types of clients to be sent to houses, expectations for provisions of services, and follow-up services to be rendered the client upon his exit from the house. Only after these guidelines have been developed can public and private social service agencies coordinate efforts to turn the correctional process into a correctional "system."

Another important issue in the future development of community correctional facilities is the availability of adequate funding. The reforms envisioned by halfway house personnel and other correctional administrators cannot be achieved without substantially increasing funds to be allocated to community correctional programs. In 1967, some two-thirds of all offenders under correctional supervision were in the community, while only 20 percent of the United States correctional budgets and 15 percent of correctional staff were allocated to servicing this community group.⁷ In Ohio, the per diem payment to halfway houses by the Department of Rehabilitation and Correction is only about one-half of the actual cost.

The success of halfway houses as indicated in this report should encourage expansion of halfway house services and of support provided them by governmental agencies. Although the partial reliance of houses on local community support is perhaps a positive factor in that it forces community responsibility for correction of offenders, effort should be made to increase the subsidization of private houses by contracts from public agencies.

Increased support may initially be seen by government officials as an attempt to expand a non-elastic correctional budget. However, if ex-offenders were placed in houses on a pre-release status, the expense

for house services would be subtracted from the variable cost of institutionalization, rather than added to the cost of parole supervision. Just as present Ohio law allows furlongees to reside in the community for a cost equal to that of incarceration, offenders on pre-release status could be subsidized at the same variable cost of keeping them locked up.

The basic results of this study favorably report the effectiveness of halfway houses in the correctional process. However, these results must be taken cautiously. Although the public should retain an optimism about the potential of community programs to assist in the reduction of crime, there are broad societal issues which must be addressed before we can realistically expect to see a significant reduction in crime. As the report of the President's Task Force on Prisoner Rehabilitation points out, the real obstacle to correctional and halfway house effectiveness is outside the realm of corrections itself:

Some of the toughest roots of crime lie buried in the social conditions, especially poverty and racial discrimination, that prevail in the nation's inner cities. How successfully America reduces and controls crime depends, in the end, upon what it does about employment and education, housing and health, areas far outside our present mandate or, for that matter, our particular competence. This is not to say that improvements in the correctional system are beside the point. . . . Our point is that improvements in the correctional system are necessarily tactical maneuvers that can lead to no more than small and short-term victories unless they are executed as part of a grand strategy of improving all the national systems and institutions.⁸

Therefore, Ohio citizens should be enlightened about our nation's crime problem and become involved in its possible remedies. The success of Ohio halfway houses should not be interpreted as the solution to the crime problem; the Department of Rehabilitation and Correction and private correctional agencies alone cannot reduce crime. Citizens must be asked to critically assess and genuinely support all segments of the criminal justice process

that positively contribute to a reduction in crime. More importantly, however, we must attack conditions in society which undermine efforts to prevent crime and reintegrate offenders.

Conclusions and Recommendations

From previous chapters of this report, several conclusions and recommendations have been enunciated. While some statements are drawn from specific topic areas such as employment, resident selection, or future policy projections, others are general and inferred from data covering several topic areas. Conclusions and recommendations cover general halfway house operations, and are not directed toward specific houses.

Several conclusions can be drawn from employment records of house residents. Halfway house clients often lack community ties with family, friends, or former employers, and therefore find it difficult to find initial employment after leaving an institution. However, halfway houses demonstrate an ability to assist estranged residents by directing them to potential employers or agencies designed to handle clients with difficult employment problems.

Even though halfway house residents may be the "hard-core" unemployed and have higher rates of unemployment than other ex-offenders, when residents find employment, their earnings are comparable to other ex-offenders. It appears that house clients, while provided support and assistance, can afford the "luxury" of developing vocational skills without the pressure to find immediate employment.

It is therefore recommended that:

1. Halfway houses continue to assist residents in initial development of vocational skills, as well as providing assistance and encouragement to obtain and hold employment.

Examination of characteristics of the halfway house group indicates they are a more difficult clientele than ex-offenders released directly to parole supervision. Even though halfway houses work with the more difficult client, the relative adjustment of residents, to include both criminal and acceptable behavior, is significantly better than the relative adjustment of ex-offenders supervised by other traditional methods of correction.

Further examination of characteristics within the halfway house group highlights a number of ex-offender types which receive a significant benefit from halfway house service. Data indicate both federal offenders and parolees receive a significant level of benefit from house services. The pre-release program, as operated by the United States Bureau of Prisons, is shown to be an effective correctional modality. Meanwhile, projections of costs and loads for a pre-release program, if implemented in the Ohio correctional system, indicate a substantial savings for the correctional budget. Therefore, it is recommended that:

2. The Ohio Department of Rehabilitation and Correction consider the implementation of a pre-release program to allow inmates to reside in the community prior to their parole release date.

It has also been determined that a significant level of benefit is received by residents with at least a high school degree. However, residents with below an eighth-grade education also received a substantial benefit from the halfway house experience. Therefore, it is recommended that:

3. Halfway houses continue to assist clients with a low level of education. Effort should continue to assist these residents in improving their basic vocational and educational skills.

Since halfway houses have proven beneficial to all ages of clients, it is recommended that:

4. Appropriate programs for all age categories of offenders should be continued. However, various age categories of clients require specialized services, and individualized treatment programs should be developed in response to the needs of the residents.

Although all types of offenders (personal, property, and victimless) receive benefit from halfway house services, data is inconclusive for offenders with either no prior offenses or six or more prior offenses. Therefore, it is recommended that:

5. Halfway house administrators should examine needs and services provided offenders with large number of prior offenses, outlining appropriate programs for their reintegrative effort.

What is apparent from the data is that multiple offenders need services different than those provided to other clients, and that administrators must be aware of their needs in the design of treatment programs.

Along the same lines, the length of incarceration immediately prior to release to a halfway house is also important. There is inconclusive evidence of benefit received both for those residents who had not been incarcerated (immediately prior to being placed in a halfway house) and those who served a sentence of five years or more prior to release.

Therefore, it is recommended that:

6. Halfway house administrators should closely examine the needs of the short-and long-term incarcerated offender, and develop treatment programs based on these specific needs.

The process of prisonization (developing attitudes and behaviors focusing on the prison culture and in contrast with acceptable community behavior) is a real phenomenon. Offenders who have been incarcerated a large percentage of their lives or have served long prison terms need special intensive treatment while at a halfway house.

Alcohol and drug use is a problem for several halfway house clients. In addition, data is inconclusive regarding the benefit received by

residents with these problems. It may be possible that a more specialized treatment program than currently in operation in most houses is required for residents with drug and alcohol problems. It is recommended that:

7. Halfway house administrators either develop specialized programs for clients with alcohol and drug problems, or consider referring these clients to more intensive therapeutic communities specializing in meeting these client needs.

It has been concluded that halfway houses are an effective correctional modality in assisting the reintegration of former offenders. Projections of system loads and costs simulating various correctional policies also indicate that an increased number of offenders could be handled in the community at no extra cost, and often at a considerable savings. Therefore, it is recommended that:

8. A systematic correctional program be designed to maximize the use of community supervision of offenders. This program should include incremental steps of community supervision both prior to incarceration, and as post-incarceration reintegrative measures. Halfway houses should be an integral part of the proposed correctional system.

The above conclusions and recommendations have been drawn from the analysis of data in Volume II of the Evaluation of Halfway Houses in Ohio. It is suggested that correctional administrators consider both the above statements and the related conclusions and recommendations of Volume I. Volume I analyzes the strengths and weaknesses of halfway house design, programming, and operations; while Volume II measures the effectiveness of current programs and projects estimates for future operations. It is hoped the two volumes together provide a valuable tool for use by practitioners, planners, and evaluators in the further development of halfway houses and other community correctional programs.

Notes from Chapter VII

1. David J. Rothman, The Discovery of the Asylum (Boston: Little Brown and Company, 1971), p. 100.
2. The Ohio Department of Rehabilitation and Correction, The Communicator, December 1973, p. 1.
3. See Sullivan and Seigel's, "The Halfway House, Ten Years Later: Reappraisal of Correctional Innovation," Canadian Journal of Criminology and Corrections (April 1974), p. 188-197.
4. Robert Martinson, "What Works?--Questions and Answers About Prison Reform," Public Interest, No. 35 (Spring 1974), pp. 21-54.
5. 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.
6. David J. Rothman, "Decarcerating Prisoners and Patients," The Civil Liberties Review (Fall 1973), p. 28.
7. The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections (Washington, D.C.: United States Government Printing Office, 1967), p. 4.
8. President's Task Force on Prisoner Rehabilitation, The Criminal Offender --What Should Be Done? (Washington, D.C.: United States Government Printing Office, 1970), p. 7.

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