

SOME PRAGMATIC ASPECTS OF
OPENING A HALFWAY HOUSE

by

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CHAPTER I

INTRODUCTION

In 1966 the first edition of the International Halfway House Association's Directory was published. This booklet contained approximately forty names and addresses of halfway houses across the United States and Canada; by 1972 this list had grown to some two hundred fifty listings and the 1974 edition includes in excess of thirteen hundred listings in the United States alone. These houses are located in forty-seven states and the District of Columbia. These facilities are established to deal with a variety of problems, including: drug abuse, alcoholism, juvenile delinquency, criminal offenders, and mentally retarded.

This increase in the number of facilities would suggest a trend in the treatment area--a trend emphasizing rehabilitation within the community. If these facilities are to prove successful, they must be established in the community with as little trouble as possible. This paper will discuss that particular issue. How can a halfway house, regardless of type, become established within a community with a minimum of public opposition?

An interpretation may be made from the previous discussion that halfway houses are a recent phenomenon; such is not the case. This type of facility was first established in the United States in the early part of the nineteenth century in

New York, Pennsylvania, and Massachusetts.¹

Some evidence indicates that governmental interest in these projects was existent;² however, the majority of the impetus for this movement came from religious and volunteer groups.³ While these groups were often highly motivated, dedicated, energetic and hard working, they were often lacking in the administrative skills necessary to provide a treatment program. They were able to effectively provide a temporary place of shelter, food, clothing, friendly advice, and assist in securing gainful employment. These services were not typically available to the ex-offender.⁴ They were also beneficial in dampening the shock which comes when a person is released from a rigidly structured institution into free society. Although no hard data is available with regard to the success of the men in these programs, it

¹Oliver J. Keller and Benedict S. Alper, Halfway Houses: Community-Centered Correction and Treatment, D. C. Heath and Company, p. 7.

John Conrad, Crime and Its Corrections, University of California Press, Berkley, California, 1965, p. 275.

²Keller and Alper, op. cit., p. 7.

³Ibid., p. 7.

⁴Administration of Justice in a Changing Society, A Report of Developments in the United States--1965-70, prepared for the Fourth United Nations Congress on the Prevention of Crime and Treatment of Offenders, p. 69.

would not seem unrealistic to assume that some beneficial effects were produced.⁵

Most of these halfway houses were relatively self-contained and isolated from the institutions which provided them with their clients.⁶ Perhaps this is one of the factors which led to their failure and subsequent removal from the correctional scene. In view of this isolation it may be argued that these facilities were never really a part of the correctional system of the day. But this same isolation may have made the facility more appealing to the ex-offender who needed assistance.⁷

In 1864 a halfway house for women released from institutions was established in Boston and remained in operation for twenty years. This was more than forty years after the Massachusetts Commission had suggested the establishment of such facilities.⁸

⁵Robert H. Vasoli and Frank J. Fahey, "Halfway Houses for Reformatory Releases," Crime and Delinquency, Vol. 16, No. 3, (July, 1970), p. 293.

⁶Vasoli and Fahey, op. cit., p. 294.

⁷John McCartt and Thomas J. Mangogna, Guidelines and Standards for Halfway Houses and Community Treatment Centers, U. S. Printing Office, 1973, p. 2.

⁸Keller and Alper, op. cit., p. 7.

A group of Quakers opened a halfway house in New York City which has survived to the present day as the Issac T. Hopper House inspite of public indifference and open hostility at its inception. Another facility which continues to receive parolees is the House of Industry at Philadelphia, Pennsylvania which was opened in 1889.⁹

New York City faced opposition from the American Prison Association when it sought to establish a temporary shelter for ex-offenders in the late 1890's. In 1896 a building was rented in the Washington Heights section of Manhattan--Hope Hall, as it was named, came under such harrassment from the city police that its founder was forced to seek help from Theodore Roosevelt. This facility was eventually established and additional Hope Halls were formed in Chicago; New Orleans; Columbus; Fort Dodge, Iowa; San Francisco; Hampton, Florida; and Waco, Texas.¹⁰

Many of the Hope Halls were able to survive for a number of years although some were in existence for only a short period of time. Eventually, all ceased to function.

⁹Ibid., p. 7.

Edwin Powers, "Halfway Houses: An Historical Prespective." American Journal of Corrections, Vol. XXI, (July-August, 1959) p. 35.

¹⁰Keller and Alpher, op. cit., p. 7.

These facilities met opposition from parole authorities who argued that they violated a basic stipulation of parole in that association among prisoners is forbidden.¹¹

While there are instances of halfway houses being established during the early and middle 1800's, it was not until the Nineteenth Century that these facilities were provided in any number within the United States.¹²

McCartt and Mangogna expressed their feelings toward these early halfway houses and their founders with the following words:

"The founders of the halfway houses in the 1800's were the true pioneers of community treatment centers, but they often were looked upon with contempt or, at most, tolerance by most professional correctional workers. They met with public as well as official hostility and/or indifference. Their work, in the main, was with the offender released from a penal institution. They also sowed the seed and laid the groundwork that others, who were to follow a decade later, were to reap and build upon."¹³

With the establishment of St. Leonard's House, Dismas House, and 308 West Residence in the 1950's the halfway house movement in the United States was revived. This revival can be partly attributed to a growing concern with the recidivism rate, and an increased awareness of the problems facing the ex-offender released from penal institutions.¹⁴

¹¹Ibid., p. 7.

¹²Ibid., p. 8.

¹³McCartt and Mangogna, op. cit., p. 3.

¹⁴Keller and Alper, op. cit., p. 8.

Halfway houses which were established 150 years ago and fifteen years ago have certain similarities.¹⁵ They drew their founders from religiously oriented volunteer groups, lacked professionally trained personnel and dealt primarily with ex-offenders released from penal institutions. They lacked "programs" in the strict sense of the term and sought primarily to meet the basic needs which would allow an individual to survive and move into society. Treatment was not an immediate objective during either era; both were intended to serve as a buffer between the institution and the open world. Both remain isolated from the institution from which they received clients and both met resistance from the community and correctional workers.

A factor currently present in corrections which was absent previously is one hundred years of failure of the correctional system.¹⁶

The halfway house movement regained momentum during the 1950's, but their formation and operation remain surrounded by controversy.¹⁷ Frequently, halfway houses of today are closely coordinated with, and even part of, the correctional system¹⁸ but it is still recognized that barriers between the

¹⁵McCartt and Mangogna, op. cit., p. 4.

¹⁶Ibid., p. 4.

¹⁷Ibid., p. 4.

¹⁸Vasoli and Fahey, op. cit., p. 294.

institutional and community programs have traditionally existed and continue.¹⁹ "Controversy about where halfway houses 'belong' have arisen among and between public agencies as they have become involved in their establishment and operation."²⁰ However, overshadowing this is the issue of the effectiveness of the program which is discussed within the United States Bureau of Prisons pamphlet where the following statement is made:

"Despite differing views, it probably matters little whether the management of a center falls under the sponsorship of a public or private agency or in fact, becomes a part of the responsibilities of a probation, parole, or correctional institution administrator. Of far greater importance are the quality of the programs offered, the competence and integrity of the center's staff and the correctional agencies that use the resources."²¹

The observation and suggestions which comprise this paper were derived from the author's involvement with the establishment of a halfway house for criminal offenders. As Executive Director and, for the first five months the only employee, he was exposed to all aspects of the formation

¹⁹Task Force Report: Corrections, The President's Commission on Law Enforcements and Administration of Justice, U. S. Printing Office, 1967, p. 6.

²⁰H. G. Moeller, "The Continuum of Corrections," Annals of the American Academy of Political and Social Science, January, 1971, p. 86.

²¹United States Bureau of Prisons, The Residential Center: Corrections in the Community, Department of Justice, Washington, D. C.

of the house with the exception of the initial conceptualization and grant proposals.

Some of the topics discussed were instituted prior to the arrival of the Executive Director, others came into being or were modified as a result of his involvement. The actual program is a result of his actions alone. However, this presentation discusses matters which are relevant to all halfway houses regardless of the type of program contained therein.

The portion of the paper entitled "Some Pragmatic Aspects of Opening a Halfway House" (Chapter II) has been accepted for publication by Federal Probation Quarterly and will appear in December, 1974 or March, 1975. (See Appendix A.) Other portions and appendices appearing here will not be included in that publication.

CHAPTER II

SOME PRAGMATIC ASPECTS OF OPENING A HALFWAY HOUSE

The utilization of Halfway Houses as an alternative to more structured institutionalization in the correctional process is on the increase. Generally, it is accepted that these facilities are based upon sound correctional theory; in order to ultimately place a person in society successfully that person should not be any farther removed from that society than is necessary. Having a sound philosophical basis and the potential for great success does not insure the life of the facility. Indeed, many of the variables which are involved in determining the life or death of the House have their affect prior to the first residents appearance. This article will deal with some of those variables and make suggestions as to how they might be best approached.

Community Support

Community support and involvement is of prime importance. Without initial support the House will obviously be doomed before it has started. We will assume, for purposes of this paper, that the idea for the House has taken root in one person or small group of persons and that they have determined a need for the House can be statisticly demonstrated. These persons may then need to bring in other interested members of the community to aid in the organizing, planning, and

working. Ideally, these individuals would have large amounts of time to contribute to the project; however, this will probably not be the case. A portion of this problem may be eliminated by establishing two separate bodies.

The larger body might be called an Advisory Council. This would be comprised of the more influential persons of the community and would have no policy making powers with the House. The main function of the Advisory Council would be spreading the word about the House throughout the community and establishing contacts with potential financial contributors. This council will help to develop a feeling of commitment between the community at large and the House; a feeling that might offer some insulation should difficulties arise at a later date.

A second, more directly involved group, would be the Board of Directors. The Board of Directors would be composed of persons who are able to devote more time to the organization of the House. This group will have the policy making powers, be concerned with hiring the personnel, and entering into contracts. Typically, these separate functions will be handled by members working in committees and making recommendations to the Board at large. Members of the Board of Directors who are elected as officers then sit on the Executive Board.

The Executive Board may then have its numbers increased by appointment or election, depending upon the bylaws of the Board; it is to this group that the majority of the work falls. The Executive Board should not be so large as to make the scheduling of meetings difficult nor so as to make membership attendance so bulky that work can not be accomplished. Members of the Executive Board must expect to devote long hours, in the initial stages, to forming the House.

A committee of the Board of Directors which deserves special attention is the Screening or Selection Committee. This committee is responsible for processing applications from prospective residents and is very important to public relations. Often skepticism concerning individuals living at the House is experienced by the townspeople. Much of this may be eliminated if these persons can be assured that their fellows in the community have a voice in the final decision as to whom will be accepted.

The Advisory Council and the Board of Directors should be representative of the spectrum of the community the House is to serve. A facility as potentially controversial as a Halfway House can not afford to overlook any portion of its community which might be beneficial in its formation and continuation.

Community Acceptance

Concurrent with community support is community acceptance. While community support was limited to those few individuals

who were willing and able to spend some time and energy toward the formation of the House, community acceptance is concerned with the problems faced in motivating the community, in total, to allow the facility to be established. The extent of this negative public reaction will vary with each case, but certain steps can be taken to minimize the phenomenon.

Basically, there are two groups which must be supportive, or at least neutral, if the House is to be successful. Persons who reside in the community must become as comfortable as possible with the idea. Often fear that unwanted criminal elements will arrive in the community and a crime wave will arise is of concern to the citizenry. If the facility is to serve individuals who would be making their homes in the area regardless of the location of the House, this argument can be easily handled. If, however, outside elements are being brought in, the existence of the Screening Committee may serve to alleviate much of the tension. The second group actually has much greater potential for good or harm to the facility.

This group is composed of those persons who may have a direct bearing upon the House due to their role in the community. These are persons involved in the police department, sheriff's office, and the courts. If any or all of these persons are antagonistic of the program then there exists

the potential for trouble.²² The Director of the House, who should be placed on the job as early as is possible, must be allowed time to develop a rapport with these individuals prior to the acceptance of the first resident. He should quickly become a familiar face and make best advantage of every opportunity to discuss the House, himself, and the approach he has to the concept with those with whom he expects to work. A hazard not to be overlooked is expecting the Director to move into a totally new community and then expect persons who are established in the community to place their trust in his ability to run such a program.

Both of these sections of the population will be better served if every opportunity to gain public exposure is maximized. Virtually everything that happens with regard to the formation of the House should be publicized with full advantage being taken of the television, radio, and newspaper facilities which might be available. Such groups as Church and Sunday School classes, civic clubs, women's clubs, and the like must not be overlooked as potential speaking

²²The author is familiar with one incidence wherein a contributing variable to the closing of a Halfway House was this antagonism. In this instance personality conflicts between the Director of the House and persons in these positions were bad and allowed to deteriorate to the detriment of the program. This ill-will spread and resident population declined making further funding impossible to justify; eventually all funding was removed and the project collapsed.

engagements. Not only may these groups be helpful in making the House a functioning reality in the sense of public acceptance, but also represent a potential source of funds.

Funding

The economic facts of life demand that adequate financial support be available prior to the House entering any stage of concrete formation. Naturally, those concerned with amassing the necessary funds will want to investigate all possible sources of government monies; whether they be state, county, or local. Other potential sources of funds include the civic clubs mentioned before but also can be expanded to foundations, corporations, and individuals who may not be affiliated with any organizations. Such entities as the United Fund or Community Chest should not be overlooked.²³

This help need not be limited to financial contributions. Donations of items other than money can be of great value and great utility when meeting the physical needs of the House. These contributions and donations will be increased if the individuals are able to treat them as tax deductions. Half-way Houses may be formed as non-profit corporations and, as

²³Each of the organizations have their own forms and deadlines with which compliance must be made. Seeking these organizations out as early as is possible can facilitate receiving funds in a smooth and orderly fashion.

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such, are eligible for such deductions. Also, the corporation will then be eligible for an exemption from certain taxes.

After the House has begun functioning the Director would probably be well advised to contact the Directors of other Houses throughout the state and brainstorm ideas for receiving financial support. A cooperative effort of the Directors toward the State House may prove beneficial.

When deciding upon the initial budget it is desirable that as much professional correctional help as possible be obtained. Ideally, the Director should be present although his position can not be filled prior the the approval of the budget setting his salary. Persons working on the budget should realize that they are not simply organizing monetary allotments, they are setting programs. The program ultimately developed can not do more than there exists money to support it. Therefore, the program, which should be created by the person who will run it, should be existing in mind and on paper prior to the budget.

Physical Facilities

After the foundation previously discussed has been solidly poured the physical facilities may be erected. Typically, the House will be leased although decisions as to building or buying may be more logical in certain situations. The physical design of the House will fluctuate greatly depending upon the type of program to be conducted and clientele to be served. Regardless of these, however, there exist

some aspects which must be considered.

Prior to entering into any lease or contract state, county, and municipal licensing and examining boards and officials should be contacted. If possible these offices should complete their investigations before the House has been committed to any location. This can save a great deal of time if extensive modifications are deemed necessary and may even result in a rejection of the location. In addition to saving time financial considerations must also be given. Huge amounts of the budget can be unexpectedly depleted if surprises arrive after the housing contract has been finalized. This will result in reductions in allocations to other portions of the program.²⁴

The physical facilities can have a great affect upon both residents and townspeople. The House should be attractive as possible and also inconspicuous; something of which all can be proud.

²⁴Such was the case in the Halfway House to be discussed later. A lack of preparation within the budget resulted in a shock to those concerned after an inspection by the Kansas State Food Service and Lodging Board. The facility was to be licensed as a restaurant and boarding house prior to beginning operation. This resulted in extensive modifications to the House; especially the kitchen. Range hoods with automatic fire extinguishers had to be installed. A special dishwasher had to be purchased along with the necessary plumbing. Fire escapes and extinguishers were a necessity throughout the House. All of these expenses were overlooked when the initial proposal was submitted.

Referral Agencies

Another aspect which is of paramount importance is the relationship developed with the referral agencies. As was previously mentioned, the Director should become familiar to those with whom he will be dealing as quickly as possible. Also, the procedures for handling referrals should be established in conjunction with persons in the various agencies. These new referrals will mean an increase in the work load of those involved and the potential that they will hesitate exists. If these procedures are established considering their needs and the conditions under which they must work, a feeling of cooperation will be given an opportunity to take root. This cooperation may bear fruit for the entire program in its later stages.

These procedures should be kept as simple as is possible. Quite often agencies will have persons who they would like to have settled in the House on practically a moments notice. Vast amounts of paperwork can only serve to slow down the operation and potentially retard the program's ability to reach its primary objective.

Other Social Service Agencies

Solid relationships must also be developed with other agencies which serve the community. Quite likely many of the services available from these organizations (ie. vocational rehabilitation, mental health, Salvation Army, local schools

and colleges) can be utilized by the residents of the House. Many of these agencies have established criteria for determining which persons are eligible for their programs. A list of these criteria and the services available can be an extremely useful tool when encountering various problems of the residents.

Conclusion

This paper has attempted to elucidate some of the problems which may be encountered in forming a Halfway House irrespective of the type of program which is to be run in the facility. Some approaches to these problems have been suggested but the individual personality of each House and community may call for modification of any or all of these suggestions. Until such time as tax money is exclusively used to support the House great care must be taken to insure community support. Of course, this remains a concern after the need for financial support is removed but can then be lowered somewhat in priority. Problems discussed under Physical Facilities, Referral Agencies, and Other Social Service Agencies remain facts of life for those involved with the Halfway House throughout the existence of the program. Hopefully, sound and enlightened management of privately operated Houses will demonstrate their effectiveness and motivate governments to assume the financial responsibility for their operation; without trying to play too large a role in their program.

CHAPTER III

RENO COUNTY HALFWAY HOUSE²⁵

This facility was conceptualized and operationalized to serve adult males who had been convicted and sentenced for violations of the criminal statutes. The intent of the Board of Directors was to serve persons who had been citizens of the county prior to conviction, and broadening this on a space available basis. The reader's attention is directed to Appendix B, Criteria for Evaluation-Priority of Acceptance. The decision to operate in this manner rested upon two major points. One, the consensus of the Board of Directors was that the purpose of the correctional system should be to return the offender to his home community; and two, some opposition to the House was encountered when townspeople believed that outside criminal elements might be brought in to the community. This division of reasoning offers an excellent example of the two areas which must be considered and which may be in opposition. What is good correctional theory and practice and what is politically feasible? These are areas

²⁵This project was partially funded through the Law Enforcement Assistance Administration as allocated by the Kansas Governor's Committee on Criminal Administration.

which are relevant and must be reconciled at whatever level the organization exists.

Closely related to the Priority for Acceptance is the Criteria for Acceptance which designates the policies adopted for screening prospective residents in the House. (Appendix B). In this instance the criteria are purposely left as vague as possible to allow maximum flexibility. No mention is made of offense, race, color, creed, or national origin; the majority of the restrictions deal with physical/mental difficulties with which the House can not cope due to the lack of resources.

Similarly, the House Rules (Appendix C) were reduced to the minimum number necessary to maintain order and insure that the residents were aware of what behaviors were important while in the House. Where ever possible these rules were worded in positive terms rather than negative. A copy of the House Rules are attached to the Application Form (Appendix D) to insure that the prospective resident will be aware of the expectations from the beginning. Also, included in the application form is a letter of introduction, instructions for filling out the form, the form itself, and a waiver authorizing the release of information concerning the individual making application. While some paperwork is inevitable, every effort was made to maintain a minimum level so as to increase the amount of time which could be expended toward the residents.

Problem Areas

Employees: The intent of the Board of Directors was to provide twenty-four hour supervision for the residents of the House. However, in formulating the budget, allowances were made for one full time and two part time employees. Simple arithmetic will quickly reveal that this is infeasible. Although one of the part time positions was provided room and board, the time spent sleeping can not be construed as being supervisory. Probably it would be more apt to say the residents have access to counseling but they are not supervised.

The problem with employees may not be limited to the number of hours required for the amount of wages received, but also arise with reference to finding adequate people to fill the positions. Part time positions are not typically those that appeal to persons who are qualified to handle these situations; unless there is the potential to draw from a special population, such as a college or university. Training sessions are a necessity to insure a consistent, uniform approach.

One employee which should not be overlooked is the cook. Persons preparing the budget may decide that the residents can prepare their own meals and thus save a portion of the monies for other areas. This is a mistake. Perhaps no one is more important to maintaining morale than the cook through the meals prepared. If a decision to cutback the budget has

been reached it may be better to make this reduction through the clerical help rather than through the kitchen.²⁶

Physical Facilities

The House is a two story frame building with a full basement. Being built in the early 1900's it reflects the "roominess" which was popular at that time. The top floor contains the sleeping areas and bathroom. Spacious bedrooms allow housing of multiple persons in single rooms without creating the feeling of crowding which is so often present. Huge and numerous windows allow ample sunlight and ventilation, but during the warmer months comfort is received from the air conditioning system. The ground floor contains a reception room which leads into the living room. The living room contains an open fireplace and provides ample space for entertaining guests, visiting between residents, or just plain relaxing. Behind the living room is the dining room which is large enough to seat the residents of the House but not so large as to be overwhelming. This is where the

²⁶Cutting the number of employees may initially be interpreted as sound economics but an over reaction in this direction can be devastating to the program. These types of programs exact a large physical and emotional drain from those involved. Ample time away must be permitted to allow these persons to recharge. Once a person's attitude has deteriorated beyond a certain point it is virtually impossible to regain peak efficiency and effectiveness. Perhaps there is nothing so critical to the morale of the employees as this.

An additional factor is the personnel policies concerning vacation, sick leave, and holidays. Persons who are expected to conduct themselves in a professional manner must be treated as professionals. Anything less than this will result in a reduction in positive attitude with a reduction in program effectiveness.

family style meals, prepared by the cook, are served. Residents are responsible for after meal clean-up, but are aided by an automatic dishwasher which was purchased at the insistence of the State Food Service and Lodging Board. The basement area houses additional lounging and recreation areas and the Executive Director's office; also, in the basement, is the laundry facilities. Each resident is responsible for maintaining his own personal cleanliness and is expected to contribute to the overall maintenance of the House.

At this point it may be well to re-emphasize the importance of investigating licensing requirements as they pertain to the physical structure. A source of major delay in opening the House was meeting the requirements imposed by the State Food Service and Lodging Board. A large amount of time and money was unexpectedly expended purchasing and installing needed modifications. The area of greatest difficulty was the kitchen although fire control can not be overlooked. Early planning can save much effort later.²⁷

²⁷For a more detailed discussion of this see Footnote 24.

CHAPTER IV

SUMMARY AND CONCLUSION

This paper rests upon the premise that the fate of the halfway houses which were established in the Nineteenth Century need not be the fate of the houses currently being created. This represents an attempt to learn from the past and make applications in the present which will lead to modification in the future. Oversights may have existed in the initial planning stages of these early houses which lead to their demise; or, they may have encountered problems with which they were unable to cope and for which they could not have planned. Irregardless, there remains the possibility that these same oversights and problems may once again arise. Conscious effort may be taken to avoid these contingencies and thus increase the possibility of a sustained effort within the halfway house framework.

One of the points mentioned in relation to the early houses concerned governmental interest. This governmental interest can be sparked by community support as is mentioned in the text. If sufficient community support can be generated and this support can be translated into action then pressure can be brought to bear upon legislative bodies. Once this is done the likelihood of increased formal governmental backing is increased.

The section which deals with funding also addresses itself

to this issue. Governmental interest can be defined in terms of monies expended toward a certain program or set of programs. In the early stages of program development the suggestion was made that those involved seek out every available source of revenue. This included federal, state, county, and local funds which could not be relied upon over a sustained period of time. After these initial stages have been passed, attention must then turn to propagating the program over the longer period. Energies must be channeled into acquiring funds which are automatically renewable and upon which a program can rely. The obvious source of these funds are tax dollars which depends almost entirely upon governmental interest.

Another point which was characteristic of earlier halfway houses was the trait of those who were their founders. The observation was made that these houses were formed by religious-oriented volunteers who were largely lacking in the skills necessary to design and establish a treatment program. These same groups may be instrumental in forming current houses but suggestions are made which may alleviate some of the potential problems. Primarily, this suggestion consisted of the urging of these groups to seek out persons who were prepared, academically and professionally, in the establishment of this type of facility. The urging was that this professional help be obtained at the earliest possible

moment so as to insure a phase of planning will be directed toward the program goal and that the target population will be clearly defined. In this way, budgets may be compiled which will adequately reflect the needs of the program and allow it to function as was intended.

The possibility also exists that these groups may unknowingly contribute to the failure of their own programs. Energy, motivation, and dedication are not sufficient to insure success. They may be channeling these energies in improper manners and alienate sections of the population they seek to befriend. These alienated sections may include persons of position within the community or the clients of the house. Proper professionals should be able to offer guidance in promoting the house so as to obtain this needed support. Encouragement was made that persons who occupy important positions within the community be recruited as early as possible onto Boards of Directors or Advisory Councils. This was suggested with the intention that these persons could then be useful in overcoming any initial opposition from the community or could dampen any repercussion which might arise as a result of a future incident at the house. Both aspects represent a potential threat to the success and continuance of the facility.

Mention was made that early houses provided little more than temporary shelters for those released from the institution;

current houses are so heterogenous in nature that they cover virtually the entire spectrum of intensity of treatment. Improper planning and preparation can dilute the intentions of a program, however, and lead to the facility being other than was intended. This relates directly to what was mentioned before in connection with the establishment of the budgets. Good intentions alone will not establish a workable program. The realization must be made that a program can be no better than the funds which support it.

A tangential point of this overall issue concerns the physical facilities which are to be provided. The successful operation and maintenance of a program is much more dependent upon the physical plant and surroundings than the layman might suspect. Of vital importance is the atmosphere suggested by the living arrangements and translated into terms of overall goals of the program. Improper site selection can hamper the resident in pursuing the goals of self-sufficiency in the open community and can misrepresent the purpose of the house to the population at large.

The rationale for establishing houses in the past and present have included the dampening of the transitional shock which is experienced upon release from an institution. The physical atmosphere of the facility has its ramifications upon this also. The physical set up may suggest an institutional approach. This will perpetuate any feelings

which an individual may bring with him conjunctive to the previous environment. This being the case, the house will actually be dysfunctional to its stated purpose.

Since houses continue to be established by volunteer groups, they face the problem of being incorporated into the overall correctional system. Being supported by donations and short term governmental grants, they are relatively self-contained. Both of these aspects were considered as being detrimental to the success of earlier attempts at establishing houses.

Increased governmental interest in terms of financial support can be accompanied by increased governmental involvement in the program. This involvement may have its effect in the form of program modification and, depending upon what has existed before, may be beneficial or detrimental. However, this increased involvement will lead to a decrease in isolation of the house from the system and will nullify its self-containment. This absorption of the house into the larger system may give those working in areas other than halfway houses a feeling of comradeship rather than alienation. If these programs are to exist permanently it is necessary that this alienation and isolation be eliminated at the earliest opportunity.

Proper liason with the referral agencies is vital to producing a feeling of continuity throughout the system.

The advisable thing may be to establish firm inter-personal relationships between the staff of the house and those members of relevant referral agencies as quickly as possible. Prior to this, members of the planning group may seek out employees of these agencies and inquire as to what is needed within the facility. These employees may prove invaluable in making suggestions which will improve the efficiency of the house; especially in regard to the intake procedures for clients. These procedures should be kept as simple as possible in order to not increase the workload of other personnel any more than is necessary. All of this may lead to increased acceptability by those who are involved with the system at large.

Previously, a particular incident was noted wherein Hope Hall was subjected to harrassment by the police. This may have occurred because of a misunderstanding by the police of the facility. At the earliest opportunity these persons should be informed of the purpose of the house and the means whereby it hopes to accomplish its goals. Hopefully, the overall goals of both groups will be compatible and a demonstration of this compatibility will lead to a decrease in the possibility of anamosity being made manifest in harrassment.

Concomitant with this is the good wishes of the local representatives of the parole authority. Since many of the

clients within the facility will simultaneously be subject to the jurisdiction of the parole agent, any ill-will which exists between the two authorities can be reflected in the client. Here again, good relationships must be established and maintained for the benefit of the program and the client.

The problems and difficulties which were experienced by the early halfway houses may have contributed to their collapse. There is no reason to believe that these problems were isolated in that time period, but evidence does suggest that these same problems can be expected in the present. The entire thrust of this paper is to anticipate potential problem areas and suggest possible courses of action which may modify the end results.

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No. 3, July, 1970.

APPENDIX

ADMINISTRATIVE OFFICE OF THE
UNITED STATES COURTS
SUPREME COURT BUILDING
WASHINGTON, D.C. 20544

ROWLAND F. KIRKS
DIRECTOR

WILLIAM E. FOLEY
DEPUTY DIRECTOR

Recd
7-1-74
WAYNE P. JACKSON
CHIEF OF THE DIVISION
OF PROBATION

June 27, 1974

Mr. Victor L. Goetting
Executive Director
Reno County Halfway House, Inc.
Post Office Box 217
Hutchinson, Kansas 67501

Dear Mr. Goetting:

Thank you for submitting "Some Pragmatic Aspects of Opening a Halfway House." It reads well and we shall be glad to publish it in the December 1974 or March 1975 issue of FEDERAL PROBATION.

At your earliest convenience please send us a 100-word abstract of the article and fill out and return the enclosed Contributor's form.

Sincerely,

Donald L. Chamlee

Donald L. Chamlee
Assistant Chief of Probation

CRITERIA FOR EVALUATION

Reno County Halfway House, Inc.
P. O. Box 217
Hutchinson, Kansas 67501

The following outlines the priority for acceptance and the criteria for evaluation and placement at Reno County Halfway House, Inc. While every effort will be taken to determine amenability to the program upon an individual basis, this outline should provide the basic knowledge necessary to preclude applications by those who would be less likely to benefit from placement. Special note should be taken that preference will be given to residents of Reno County. Also, this preference will be extended to official first offenders. No individual will be denied placement because of race, color, creed, or national origin. In evaluating persons for placement the committee will endeavor to view the individual in total, not limiting itself to any one aspect of the applicant's personality or situation. Any questions concerning this outline should be forwarded to the Executive Director.

PRIORITY FOR ACCEPTANCE

1. Referrals by the Kansas Board of Probation and Parole from Kansas Penal Institutions.
2. Referrals from Reno County Courts.
3. Board compact referrals.
4. Transfers from other courts.
5. Conditional releases on individual merits.
6. Preference to Reno County Residents.

CRITERIA FOR ACCEPTANCE

1. Age: Upper age limits have not been established, however, applicants must be adults. Applications will be judged on abilities and needs at a given health and age.
2. Secruity: First offenders will be given preference.
 - a. No current or pending warrants.
 - b. No forcible escapes or AWOL's within past three (3) years.
 - c. Tendency to escape/avoid stressful situations must be evaluated.
3. Time: Applications will not be reviewed until favor-consideration has been granted by the Parole Board.
4. Health:
 - A. No health problems requiring continuing medical attention. The following are examples of such problems, but should not be considered all inclusive:

Appendix B

1. Special diets
 2. Drug addiction
 3. Alcoholics
 4. Physical handicaps that preclude normal functioning
- B. No mental problems requiring extensive continuing attention. The following are examples of such problems, but should not be considered all inclusive:
1. Homosecuals (Active, aggressive). Reports should be verified.
 2. Psychotics, particularly a history of violent behavior. Should have been adjudged as such by competent authority.
 3. Any person who might be considered a source of risk to himself or those with whom he might come in contact.
- C. Personality: Applicants should:
1. Have a sense of dissatisfaction with current status and life situation.
 2. Feel he has the ability to help himself to overcome this situation.
 3. Be willing to expend personal effort to obtain these personal goals in a socially acceptable manner.
 4. If referred from an institution he should have demonstrated continuing reliability, responsibility, initiative, and stability while incarcerated.
5. Need:
- A. Is the reason for the placement request
1. Realistic
 2. Valid
 3. Likely to be fulfilled
6. Sex: Male

HOUSE RULES

Reno County Halfway House, Inc.

1. Every resident is expected to obey the directions of the Executive Director and Counselors and to abide by the conditions as set down in the program outline at the level to which he is assigned.
2. All residents are expected to participate in cleaning, cooking, and general maintenance of the House.
3. No weapons, drugs, or intoxicating beverages will be brought onto the premises. All prescription medicines will be held by the staff members unless explicit permission to the contrary is given. (Violation of this rule may lead to expulsion from the House.)
4. No gambling is permitted. (Violation of this rule may lead to expulsion from the House.)
5. No physical violence will be tolerated. (Violation of this rule may lead to expulsion from the House.)
6. No smoking in bed.
7. All residents are expected to conduct themselves in a manner which shows consideration for the other residents.
8. Each resident is required to create and maintain a working budget and savings account when he becomes employed. A counseling session concerning this must be held once a week.
9. Rent payments must be made promptly.
10. Residents are responsible for all guests.
11. All visitors must sign the guest book.
12. No visitors are allowed in the private living quarters at any time (except open house) and are permitted in other sections of the House only during designated visiting hours.
13. Residents are permitted use of the pay phone. Calls are limited to 10 minutes.
14. Residents may be away from the House with permission of the Staff within the guidelines established in the program outline. (All arrivals and departures must be accounted for in the log book.)
15. Meals will be served only during specified hours.
16. The premises are subject to search by the staff whenever violations of the law are suspected.

*****Flagrant or persistent violation of any of the above may result in expulsion from the House.

I have read and understand the above and agree to abide by the rules.

NAME

DATE

TO: Prospective Applicant

FROM: Victor L. Goetting
Executive Director
Reno County Halfway House

Dear Applicant:

Enclosed you will find the material necessary for filing application for residence at Reno County Halfway House. Please follow the instructions and fill out all information to the best of your ability and as completely as possible. It is to your advantage that we receive correct and complete information so that we may process your application in the quickest manner. Do not hesitate to use additional pages where necessary. We want to be able to understand each topic as clearly as we can.

Also enclosed is a copy of the House Rules which will apply during your stay. Read them carefully! Consider them in light of your ability to abide by them. Then, if you still feel you wish to make application, do so. While staying at the House, you will be expected to work or attend school on a regular basis. In addition, you will be responsible for maintaining your own living area as well as contributing time and effort to the overall up-keep of the House. You will be expected to pay rent in the amount of \$25 per week. However, should you be unable to pay during the first weeks arrangements might be made through the Office of Vocational Rehabilitation.

I hope this information will aid you in deciding if you sincerely wish to become a resident of Reno County Halfway House. For those who are willing to cooperate in the program, I look forward to receiving your application.

INSTRUCTIONS FOR FILLING OUT APPLICATION

Reno County Halfway House, Inc.

P. O. Box 217

Hutchinson, Kansas 67501

1. All applications should be typed or printed in ink.
2. All items should be completed to the greatest degree possible, where necessary additional pages may be used. These additional comments should be preceded by the number which corresponds to the question with which they are concerned.
3. Any question which does not apply should be filled in with N/A to signify the applicant is aware of the question.
4. Any failure to properly fill in the application may result in a delay in processing or a rejection of an application.
5. Questions concerning this application should be forwarded to the Executive Director.

APPLICATION

Reno County Halfway House, Inc.
P. O. Box 217
Hutchinson, Kansas 67501

1. NAME _____ DATE _____
LAST FIRST MIDDLE
(Nicknames, aliases, etc., should be listed on separate sheet)
2. INSTITUTIONAL NUMBER _____ 3. DATE OF BIRTH _____
REFERRAL INSTITUTION _____ AGE _____
4. SOCIAL SECURITY # _____ (if more than one, list separately)
5. DATE SENTENCE WILL MAX _____ 6. TIME SERVED _____
7. HAVE YOU EVER BEEN ON PAROLE? YES _____ NO _____ IF YES, WHEN _____
WHERE _____
8. SPECIAL CONDITIONS OF PAROLE (if any) _____

PERSONAL BACKGROUND:

9. DO YOU HAVE ANY HOME POSSIBILITIES? YES _____ NO _____
IF YES, WITH WHOM? NAME _____
ADDRESS _____
PHONE # _____
10. HAVE YOU BEEN OFFERED A JOB? YES _____ NO _____
IF YES, WITH WHOM? COMPANY _____
ADDRESS _____
11. MARITAL STATUS: (Check those that apply)
Single _____ Married _____ Divorced _____ Separated _____ Widowed _____
Common Law _____
12. SPOUSE OR NEAREST RELATIVE: NAME _____
ADDRESS _____
PHONE # _____
13. NUMBER OF DEPENDENTS _____
14. NAME AND AGES OF DEPENDENTS (if any) _____
a. DO YOU PAY CHILD SUPPORT OR ALIMONY? YES _____ NO _____
IF YES, HOW MUCH? _____

- b. DO YOU HAVE ANY OTHER OUTSTANDING DEBTS? YES ___ NO ___
IF YES, FOR WHAT AND HOW MUCH? _____
15. RESIDENCE: ARE YOU A U. S. CITIZEN? YES ___ NO ___ IF NO,
SPECIFY _____
16. TYPE OF CITIZENSHIP: NATIVE BORN ___ NATURALIZED ___
OTHER (SPECIFY) _____
17. DO YOU HAVE ANY SPECIAL SKILLS OR TRADE? IF YES, WHAT?

18. LIST YOUR MOST IMPORTANT JOB(S) IN THE COMMUNITY:
DATE FROM TO NAME OF COMAPNY YOUR JOB

19. WHAT HOBBIES, IF ANY INTEREST YOU MOST? _____
20. WHAT, IF ANY, ARE YOUR RELIGIOUS PREFERENCES? _____

EDUCATIONAL BACKGROUND:

21. LAST GRADE COMPLETED? (Circle one) elementary 1 2 3 4 5 6
7 8 high school 9 10 11 12 college 1 2 3 4 +
22. LAST SCHOOL ATTENDED? NAME _____
CITY _____
STATE _____
23. DATE YOU LEFT SCHOOL? _____ WHY? _____
24. WHAT EDUCATIONAL PROGRAMS HAVE YOU PARTICIPATED IN WHILE
INCARCERATED? _____

MILITARY BACKGROUND:

25. DID YOU SERVE IN THE MILITARY? YES ___ NO ___
IF YES, WHICH ONE? _____
26. DATE OF SERVICE: FROM _____ TO _____ SERVICE # _____

27. TYPE OF DISCHARGE: (Check those which apply)
Honorable___ Dishonorable___ Medical___ Undesirable___
General___

MEDICAL BACKGROUND:

28. HAVE YOU HAD ANY MEDICAL/PHYSICAL PROBLEMS? (Examples, Diabetes, Epileptic) YES___ NO___ IF YES, WHAT? _____

29. HAVE YOU EVER USED DRUGS? YES___ NO___ IF YES, HOW LONG? _____
30. TYPE OF DRUGS? Heroin___ Cocaine___ Marijuana___
Amphetamines___ Barbituates___
31. DO YOU PRESENTLY USE DRUGS? YES___ NO___
32. HAVE YOU HAD A DRINKING PROBLEM? YES___ NO___ IF YES, WHAT? _____

33. TYPES OF TREATMENT RECEIVED FOR ANY OF THE ABOVE? _____

LEGAL HISTORY:

34. LIST, IN ORDER, OFFENSES FOR WHICH YOU HAVE BEEN CONVICTED
ENDING WITH CURRENT OFFENSE:

Place	Offense	Sentence	Time Served	Type of Release
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

35. ON A SEPARATE SHEET LIST THOSE CASES IN WHICH THE CRIME FOR WHICH YOU WERE SENTENCED DIFFERS FROM WHAT ACTUALLY TOOK PLACE. INCLUDE THE ACTUAL HAPPENINGS.

INSTITUTIONAL HISTORY:

36. WORK ASSIGNMENTS WHILE INCARCERATED:

Job	Time at job	Reason for leaving
_____	_____	_____
_____	_____	_____

37. DID YOU PARTICIPATE IN ANY INDIVIDUAL OR GROUP COUNSELLING WHILE INCARCERATED? YES___ NO___ IF YES, EXPLAIN _____

38. WAS ANY DISCIPLINARY ACTION TAKEN AGAINST YOU WHILE INCARCERATED? YES ___ NO ___ IF YES, COMPLETE THE FOLLOWING:
- | Type | When | Where | Action Taken |
|-------|-------|-------|--------------|
| _____ | _____ | _____ | _____ |
| _____ | _____ | _____ | _____ |

USE ADDITIONAL PAGES FOR THE FOLLOWING QUESTIONS:

39. WHAT ARE YOUR SHORT RANGE PLANS?
40. HOW DO YOU THINK RENO COUNTY HALFWAY HOUSE CAN HELP YOU?
41. IS THERE ANYTHING ADDITIONAL YOU WOULD LIKE TO BE KNOWN CONSIDERING THIS APPLICATION?

AUTHORIZATION FOR RELEASE OF INFORMATION

to
RENO COUNTY HALFWAY HOUSE, INC.
P. O. Box 217
Hutchinson, Kansas 67501

I hereby authorize any physician, hospital, employer,
or institution, having medical or other records pertaining
to me, to disclose such records to Reno County Halfway House,
Inc.

NAME: _____
 Last First Middle Date of Birth

This information is requested for confidential use in planning
and implementing of treatment programs.

DATE: _____ SIGNED: _____

WITNESS: _____

TITLE: _____

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I have read and understand the above and agree to abide by the rules.

NAME

DATE

SOME PRAGMATIC ASPECTS OF
OPENING A HALFWAY HOUSE

by

VICTOR LOWELL GOETTING

B. A., Kansas State University, 1971

AN ABSTRACT OF A MASTER'S THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF ARTS

Department of Sociology

KANSAS STATE UNIVERSITY
Manhattan, Kansas

1974

SOME PRAGMATIC ASPECTS OF OPENING A HALFWAY HOUSE

Halfway Houses are quickly becoming popular as the emphasis in corrections shifts to that of a community based approach. While some great attention has been given to the philosophical basis and types of program housed within these facilities, little information has been compiled concerning placing the House within a community with as few problems as possible.

Vital to the success of the House is the community in which it rests. Community support is necessary for the initial impetus of formation and community acceptance is necessary for its survival. No project can last long without necessary funding; while often the physical facilities will play a major role in determining program. The major thrust, of course, is obtaining people and without adequate cooperation from referral agencies and other social service agencies the project is doomed.

Using an existing Halfway House, these topics are discussed in detail along with suggestions as to how some potential problem areas may be by-passed. An attempt is made to deal with areas which are relevant to any House regardless of the type of program contained therein.