



What Keeps Them From Coming Back?

The Indiana Faith and Character Training Initiative



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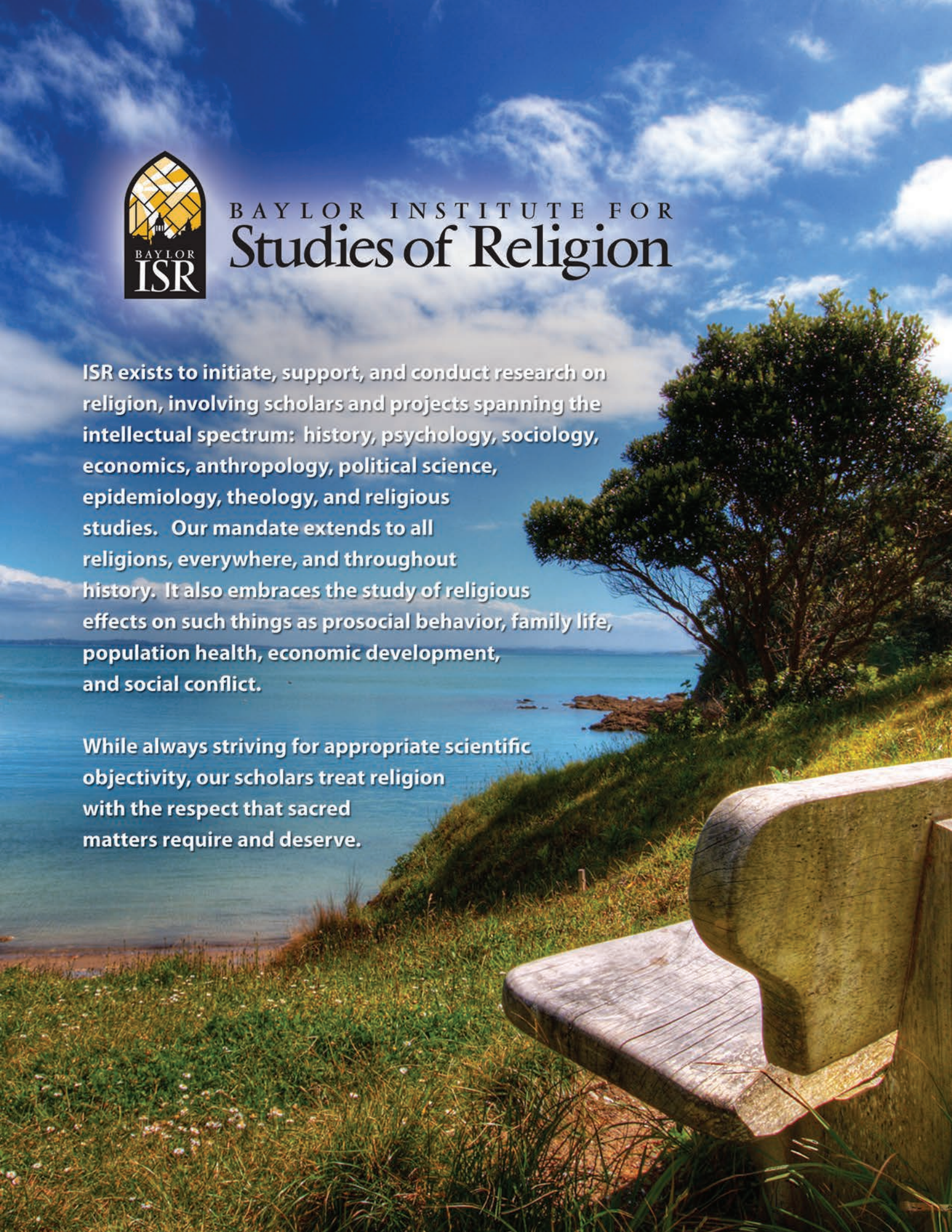
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ISR SPECIAL REPORT

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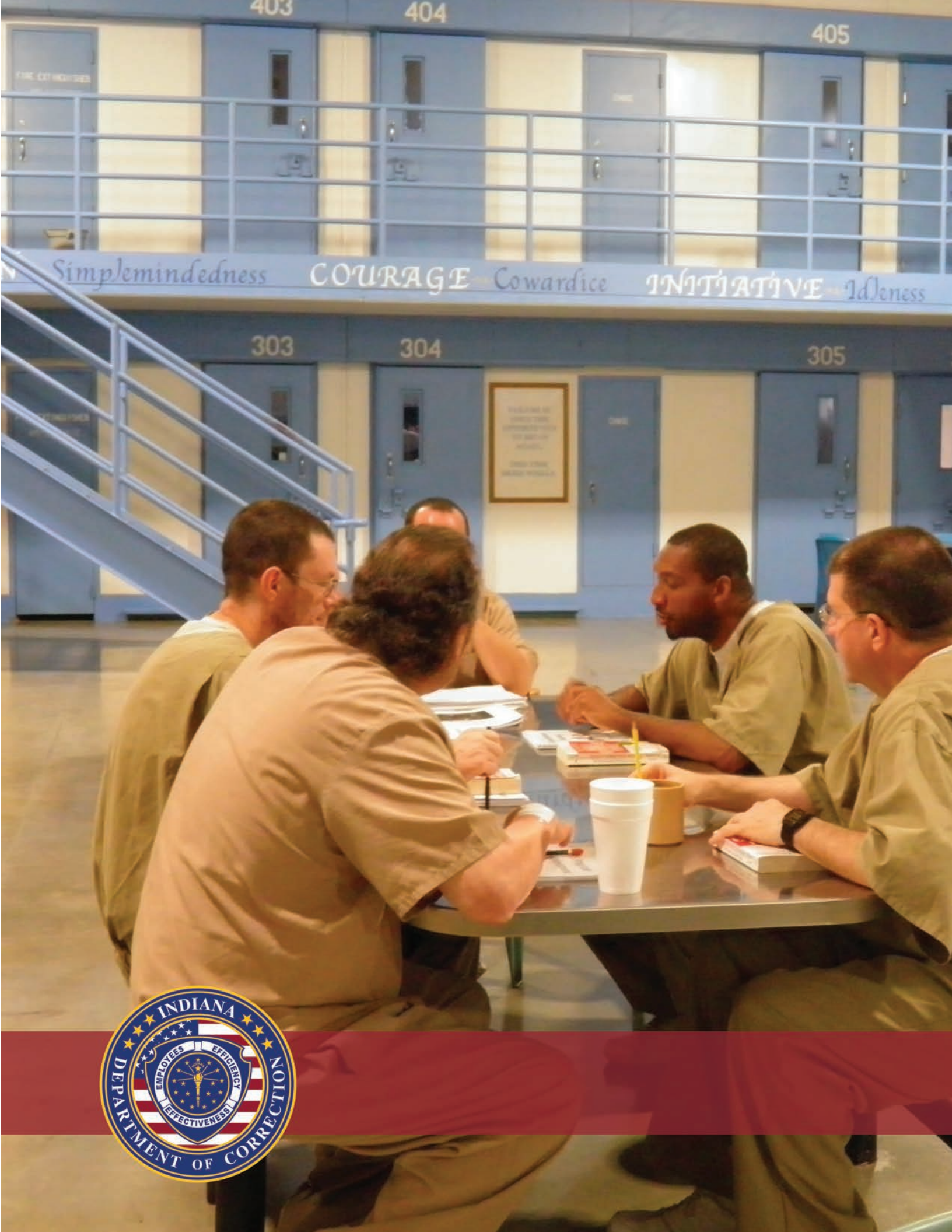


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INTRODUCTION

The Indiana Faith and Character Training (INFACT) initiative originated in the Indiana Department of Correction (IDOC) in 2005, through the launch of the Purposeful Living Units Serve (PLUS) program at three IDOC facilities: the Correctional Industrial Facility in Pendleton, the Indiana Women's Prison and the Plainfield Juvenile Correctional Facility. Since the initial pilot, the PLUS program has expanded to 13 facilities. The PLUS program serves offenders, male and female; adult and juvenile.

In 2010, the PLUS program expanded to include a version called the Reformatory Residential Re-entry Program (RRRP), designed specifically for inmates in minimum security facilities serving shorter sentences (i.e., less than one year). The decision was made to further expand PLUS training to exclusively house first-time IDOC state prison offenders at the Heritage Trail correctional facility, as part of a new First Time Offender Program (FTOP), launched by Governor Pence in October 2014. While the primary purpose and benefit of the PLUS program was to reduce prisoner recidivism, it has also contributed to a significant culture change both within the IDOC and in the way IDOC interacts with the outside community. The PLUS experience also broadened the scope of prison ministry beyond traditional evangelical programs to include financial literacy, job interview skills, and mentoring.

The first section of this case study provides a brief background and history of efforts nationwide to reduce crime, including information on the mounting costs of what has been referred to as the growing epidemic of incarceration in the U.S. The second section examines the particular efforts of the state of Indiana, in re-examining and re-tooling some of their prison programming, originally through PLUS and later expanded to INFACT, by identifying key steps and developments in implementing the program. The third section consists of an analysis of recidivism rates for PLUS/RRRP participants versus comparable non-participant inmates in from IDOC. This analysis also captures other related factors, such as: family visitation, vocational training, and length of sentence served.

This analysis also a projected cost-benefit analysis of INFACT, showing the estimated annual direct IDOC savings in incarceration costs per PLUS graduate released from prison. The concluding section considers both the evaluation results alongside key elements of INFACT program components within the context of the training and rehabilitation needs of first-time offenders targeted in the FTOP initiative.

SECTION 1

THE TRADITIONAL RESPONSE TO CRIME REDUCTION

In order to be most effective, America's response to crime needs to be objectively and rigorously reevaluated on an ongoing basis. New policing methods and technologies continue to emerge as options to address changes in patterns of crime, delinquency, gang violence, drug use, and more. The same can be said for our courts and correctional systems. Taxpayers and those practitioners working within the criminal justice system have access to the most thoughtful and innovative approaches to effective crime reduction strategies. Consequently, policy makers and scholars should be committed to determining and understanding what works and what does not when it comes to addressing crime and delinquency, the effectiveness of new sentencing guidelines, and the impact of new programs designed to rehabilitate prisoners. Since the current case study deals with prisoners and ex-prisoners, our brief discussion of the traditional response to crime will have a specific focus on how correctional authorities have attempted to address problems linked to prisoner rehabilitation, prisoner reentry, and recidivism.

First and foremost, prisons are built and run to keep prisoners incarcerated and thereby insure public safety. This should not be interpreted to mean that most wardens, superintendents, or other correctional leaders are opposed to the goal of rehabilitation – quite the opposite is true. Most correctional leaders recognize that authentic rehabilitation requires addressing multiple offender issues (e.g., education, vocational training, life-skills, counseling, etc.). Regrettably, correctional decision-makers have limited resources to target criminogenic needs and rarely have the ability to implement wide-ranging treatment programs.¹ Thus, correctional administrators tend to put issues related to safety and security ahead of factors related to the treatment and rehabilitation of offenders. Unfortunately, a lack of emphasis on how to address core crime and justice problems through the implementation of state-of-the-art programs has often had the inadvertent effect of stymieing innovative correctional practices and thus has allowed the emphasis to remain on developing better and more effective techniques for safely incarcerating more and more offenders. As a result, correctional budgets have soared over the last three decades, though governmental support to confront criminogenic needs and other pressing concerns like offender treatment and prisoner reentry have not kept pace.²

¹ Doris L. MacKenzie (2006). *What Works in Corrections: Reducing the Criminal Activities of Offenders and Delinquents*. New York, NY: Cambridge University Press.

² Jeremy Travis and Christy Visser (Eds.) (2005). *Prisoner Reentry and Crime in America*. New York, NY: Cambridge University Press; Joan Petersilia (2003). *When Prisoners Come Home: Parole and Prisoner Reentry*. New York, NY: Oxford University Press.

The Unintended and Mounting Costs of Incarceration

The U.S. prison system has often been viewed as providing an efficient and simplistic solution to our nation's crime problem. Various views of punishment have long provided a philosophical justification for relying upon incarceration: 1) retribution - a means of punishing offenders for their actions – guided by a “just deserts” philosophy; 2) incapacitation - a vehicle simply to incapacitate offenders (i.e. offenders cannot harm others while they are isolated from society); or 3) deterrence - the notion that if punishment is administered with certainty, appropriate speed and severity, it will deter potential offenders from committing illegal behavior.³ Considering these longstanding philosophical views of punishment, it only makes sense that government officials would agree that correctional facilities are first and foremost about protecting public safety. But what has been less obvious to decision-makers, that is until recently, is that the unintended consequences of incarceration in the United States have created a growing and debilitating burden that the entire nation is forced to bear. When an offender is incarcerated, taxpayers “pay” once for his sentence - in both social and economic terms⁴ - but if he is not successfully rehabilitated and reintegrated back into society, taxpayers are forced to “pay” again for his subsequent crimes, incarceration, and loss of economic activity. The comprehensive cost of incarceration in the context of the efficacy of the U.S. prison system is unfortunately far more pervasive and consequential than many scholars and policy-makers have understood. Consequently, understanding and maximizing the effective use of the human and financial capital expended within the criminal justice system is of utmost importance.

Since the 1970s, the United States prison population has grown by over 700 percent. In fact, 1-in-100 adults currently reside behind bars in the U.S.⁵ Furthermore, based on current trends, one out of every 15 American citizens will go to prison in his or her lifetime, meaning over 20 million of our nation's current population may be incarcerated at some point⁶. This dramatic growth in the prison population represents an increasing challenge for policy makers and correctional authorities, and translates into a costly liability for U.S. taxpayers.⁷ U.S. prisons are comprised of convicted offenders largely coming from economically disadvantaged

³ Norval Morris and David J. Rothman (1998). *The Oxford History of the Prison: The Practice of Punishment in Western Society* (Eds.) New York, NY: Oxford University Press.

⁴ Wakefield, Sara, and Christopher Wildeman (2013). *Children of the Prison Boom: Mass Incarceration and the Future of American Inequality*. New York, NY: Oxford University Press; Wildeman, Christopher, and Christopher Muller (2012). “Mass Imprisonment and Inequality in Health and Family Life.” *Annual Review of Law and Social Science* 8:11-30; Wang, Emily A., and Christopher Wildeman (2011). “Studying Health Disparities by Including Incarcerated and Formerly Incarcerated Individuals.” *JAMA* 305:1708-1709; Wildeman, Christopher (2010). “Paternal Incarceration and Children's Physically Aggressive Behaviors: Evidence from the Fragile Families and Child Wellbeing Study.” *Social Forces* 89:285-310; Wildeman, Christopher, and Bruce Western (2010). “Incarceration in Fragile Families.” *The Future of Children* 20:157-177; Wildeman, Christopher (2009). “Parental Imprisonment, the Prison Boom, and the Concentration of Childhood Disadvantage.” *Demography* 46:265-280.

⁵ 2008 report by Pew's Public Safety Performance Project detailed how, for the first time in history, more than one in every 100 adults in America were in jail or prison—a fact that significantly impacts state budgets without delivering a clear return on public safety.

⁶ See <http://www.pewstates.org/research/reports/one-in-100-85899374411>

⁷ Wildeman, Christopher (2014). “Parental Incarceration, Child Homelessness, and the Invisible Consequences of Mass Imprisonment.” *Annals of the American Academy of Political and Social Science* 651:74-96; Wildeman, Christopher, Signe Hald Andersen, Hedwig Lee, and Kristian Bernt Karlson (2014). “Parental Incarceration and Child Mortality in Denmark.” *American Journal of Public Health* 104:428-433; Turney, Kristin, and Christopher Wildeman (2013). “Redefining Relationships: Explaining the Countervailing Consequences of Paternal Incarceration for Parenting Quality.” *American Sociological Review* 78:949-979. Wildeman, Christopher, and Kristin Turney (2014). “Positive, Negative, or Null? The Effects of Maternal Incarceration on Children's Behavioral Problems.” *Demography* 51:1041-1068.

communities where poverty is pervasive and highly concentrated. Indeed, incarceration is associated with myriad harmful outcomes.⁸ Many prisoners were raised in broken and dysfunctional homes and may have had a parent that was incarcerated. In urban centers across the country, inner-city youth residing in distressed neighborhoods attend schools that are not performing well. Along with poor functioning inner-city schools, a disturbingly high percentage of students are dropping out from these inner-city schools. Indeed, the dropout rate in many disadvantaged urban environments can reach 60 percent, about twice the national average. Moreover, we know from decades of research that school performance and dropping-out of school are significant predictors of criminal behavior, along with an increased likelihood of incarceration.⁹ And while many believe that exhausting the limits of our nation's criminal justice system brings resolution to society's criminal issues, there is considerable evidence that a prison sentence may actually reinforce a cyclical pattern of incarceration.¹⁰

Beyond the cyclical and individual impact of prison life, the ongoing generational impact of criminal behavior also contributes to the dramatic growth in the prison population. When a parent is incarcerated, the lives of children can be disrupted in tragic ways.¹¹ Children of prisoners may end up in foster care placement.¹² Repeated changes in family structure due to parental incarceration can be disruptive in children's lives which often creates instability and insecurity that can be harmful to youth.¹³ Consider that children of prisoners are more likely to observe parental substance abuse, perform poorly in school, and experience poverty and disadvantage.¹⁴ As might be expected, chil-

⁸ Turney, Kristen, and Christopher Wildeman. 2013. "Redefining Relationships: Explaining the Countervailing Consequences of Paternal Incarceration for Parenting Quality." *American Sociological Review* 78:949-979; Lee, Hedwig, and Christopher Wildeman. 2013. "Things Fall Apart: Health Consequences of Mass Imprisonment for African American Women." *Review of Black Political Economy* 40:39-52; Wildeman, Christopher, and Christopher Muller. 2012. "Mass Imprisonment and Inequality in Health and Family Life." *Annual Review of Law and Social Science* 8:11-30; Wildeman, Christopher, Jason Schnittker, and Kristin Turney (2012). "Despair by Association? The Mental Health of Mothers with Children by Recently Incarcerated Fathers," *American Sociological Review* 77:216-243; Wakefield, Sara, and Christopher Wildeman (2011). "Mass Imprisonment and Racial Disparities in Childhood Behavioral Problems," *Criminology and Public Policy* 10:791-817; Wang, Emily A., and Christopher Wildeman (2011). "Studying Health Disparities by Including Incarcerated and Formerly Incarcerated Individuals." *JAMA* 305:1708-1709; Wildeman, Christopher (2010). "Paternal Incarceration and Children's Physically Aggressive Behaviors: Evidence from the Fragile Families and Child Wellbeing Study," *Social Forces* 89:285-310; Wildeman, Christopher (2009). "Parental Imprisonment, the Prison Boom, and the Concentration of Childhood Disadvantage." *Demography* 46:265-280; Western, Bruce, and Christopher Wildeman (2009). "The Black Family and Mass Incarceration." *ANNALS of the American Academy of Political and Social Science* 621:221-242.

⁹ Farrington, David. P. (1998). Predictors, Causes and Correlates of Male Youth Violence. In *Youth Violence, Crime and Justice*, Vol. 24, edited by M. Tonry and M.H. Moore; Catalano, R.F., and Hawkins, J.D. (1996). The social development model: A theory of antisocial behavior. In *Delinquency and Crime: Current Theories*, edited by J. D.Hawkins. New York, NY: Cambridge University Press, pp. 149-197; Hawkins, J.D., Farrington, D.P., and Catalano, R.F. (1998). Reducing violence through the schools. In *Violence in American Schools: A New Perspective*, edited by D. S. Elliott, B. A. Hamburg, and K.R. Williams. New York, NY: Cambridge University Press, pp. 188-216.

¹⁰ Turney, Kristin, and Christopher Wildeman (2013). "Redefining Relationships: Explaining the Countervailing Consequences of Paternal Incarceration for Parenting Quality," *American Sociological Review* 78:949-979.

¹¹ Elizabeth Johnson and Jane Waldfogel (2002). Children of Incarcerated Parents: Cumulative Risk and Children's Living Arrangements. JCPR Working Paper #306. Chicago: Joint Center for Poverty Research, Northwestern University/University of Chicago. Accessed at <http://www.jcpr.org/wp/wpprofile.cfm?id=364>; Wildeman, Christopher, and Kristin Turney. 2014. "Positive, Negative, or Null? The Effects of Maternal Incarceration on Children's Behavioral Problems." *Demography* 51:1041-1068.

¹² Lauren Glaze and Laura M. Maruschak (2008). *Parents in Prison and Their Minor Children*. Bureau of Justice Statistics, Special Report, Washington, DC: U. S. Department of Justice, Office of Justice Programs.

¹³ Denise Johnston (1995). "Effects of Parental Incarceration," in *Children of Incarcerated Parents*, (eds.) Katherine Gabel and Denise Johnston. New York: Lexington Books.

¹⁴ John Hagan and Ronit Dinovitzer (1999). "Collateral Consequences of Imprisonment, Communities and Prisoners," in Michael Tonry and Joan Petersilia (eds.). *Crime and Justice*, Volume 26. Chicago, IL: University of Chicago Press.

dren of prisoners are also more likely to experience aggression, anxiety, and depression.¹⁵ Children of prisoners, therefore, are at-risk for alcohol and drug abuse, delinquency, crime, gang involvement and subsequent incarceration.¹⁶ Moreover, parental criminality is a risk factor for juvenile delinquency, and the link between the incarceration of a parent and a variety of antisocial behaviors among their children is well-documented.¹⁷ Taken together, these debilitating factors can lead children of prisoners into early and frequent contact with the criminal justice system.

Indeed, research confirms that children of prisoners experience much higher rates of criminal behavior and subsequent incarceration.¹⁸ Therefore, the impact of one person's incarceration may be felt by families and communities for decades. Rather than providing prisoners with the resources and opportunities necessary to achieve authentic rehabilitation, incarceration too often serves only as a temporary reprieve from a troubled existence. Within a short period of time after release, many ex-prisoners find themselves back in the same communities and circles of influence that enabled, if not encouraged, their criminal activity in the first place. National three-year recidivism rates fluctuate around 60 percent, exposing the reality that the ability to sustain crime reduction is not easily achieved.¹⁹ Consider also the ongoing impact of the national economic downturn and it is not surprising that many jurisdictions are, for the first time, experiencing shrinking correctional budgets. This reality means correctional treatment and vocational programs, even if found to be effective, may be curtailed or even in danger of being eliminated.

Overreliance on Incarceration Creates Economic Strain and Stunts Correctional Innovation

In Indiana, the average annual cost per inmate is over \$14,800 and represents close to \$570 million of the state's financial obligations each year.²⁰ Nationwide, correctional budgets for state governments exceeded \$46 billion in 2010.²¹ In comparison, the price tag for correctional budgets in 1980 was approximately \$4 billion. We know that these figures are often underestimated, as well since most prison budgets often fail to include other state agencies' expenditures on imprisonment. Costs such as: inmate health care, employee health insurance, and pension contributions, among others, are often overlooked costs when it comes to analyzing states' corrections budgets. Moreover, these figures do not include the budget for the Federal Bureau of Prisons, which exceeded more than \$6.5 billion for 2012.²²

¹⁵ Child Welfare League of America. Federal Resource Center for Children of Prisoners. See <http://cwla.org>.

¹⁶ Barry Krisberg (2001). *The Plight of Children Whose Parents are in Prison*. Oakland, CA: National Council on Crime and Delinquency, Focus.

¹⁷ William H. Sack and Jack Seidler (1978). "Should Children Visit Their Parents in Prison?" *Law and Human Behavior* 2: 261-266.

¹⁸ Katherine Gabel and Denise Johnston (1995). *Children of Incarcerated Parents*, (Eds.). New York: Lexington Books.

¹⁹ The Bureau of Justice Statistics provides two studies that come closest to providing "national" recidivism rates for the United States. BJS's "Reentry Trends in the U.S." confirm this rate often hovers around the 60% rate (for additional information see - <http://www.bjs.gov/content/reentry/recidivism.cfm>).

²⁰ Vera Institute of Justice, *The Price of Prisons: Indiana Fact Sheet*; January 2012.

²¹ Sourcebook of Criminal Justice Statistics Online, State University New York at Albany, <http://www.albany.edu/sourcebook/pdf/t192010.pdf>.

²² U.S. Department of Justice Federal Prison System FY 2013 Performance Budget: Congressional Submission (Washington, DC: 2012), <http://www.justice.gov/jmd/2013justification/pdf/fy13-bop-se-justification.pdf>; Nancy La Vigne and Julie Samuels (2012). *The Growth & Increasing Cost of the Federal Prison System: Drivers and Potential Solutions*, Justice Policy Center, Urban Institute, Washington, DC.



A 60% national recidivism rate means that approximately three-in-five current or previous criminals will be repeat offenders in years to come. But is the 60% recidivism figure accurate? Two important studies by the Bureau of Justice Statistics come closest to providing a “national” recidivism rate for the United States. One study tracked 108,580 state prisoners released from prison in 11 states in 1983.²³ The other tracked 272,111 prisoners released from prison in 15 states in 1994.²⁴ The prisoners tracked in these studies represent two-thirds of all the prisoners released in the United States for that year. For prisoners released in 1994, 67.5% were rearrested (but not necessarily reconvicted) within 3 years, an increase over the 62.5% re-arrest rate for those released in 1983. Overall, reconviction rates did not change significantly from 1983 to 1994. Among prisoners released in 1983, 46.8% were reconvicted within three years compared to 46.9% among those released in 1994; thus, in the two largest studies to date, 47% were reconvicted within three years. These two national level studies confirm that measuring recidivism is more complicated than many assume. For example, an arrest is different than a conviction. Similarly, a technical violation (e.g., failure to report to a parole officer or to meet some other condition of parole) of probation or parole is not synonymous with an arrest or commission of a new crime, though it is quite possible that a technical violation may result in a revocation of probation or parole, and a subsequent return to prison. If a primary goal of the criminal justice system is to prevent offenders from engaging in criminal activity once they are released and then returning to prison, then our most effective “solution” is only achieving its goal about half of the time – an unfortunate outcome for almost \$50 billion in financial obligation each year.

These enormous costs do not, however, include the staggering emotional or financial burden associated with crime victimization. Economists are beginning to help us to estimate the total cost per victimization by the number of victimizations in the United States. According to these figures, in 1993, the one-year cost of crime to victims totaled \$450 billion.²⁵ Regrettably, scholars, practitioners, and policy-makers alike have largely ignored the enormous cost of victimization to American society.²⁶ Therefore, intentionally leveraging the programs and people that minimize costs and maximize the impact of the human and financial capital invested in the correctional system, not only helps to prevent future victimization, but ensures assets are being utilized in the most effective way.

What this all means is that the true economic cost of prison is likely far higher than previously thought. And while policy makers, prison officials, and concerned citizens work to reform and eradicate the nation’s criminal

²³ Allen J. Beck and Bernard Shipley (1989). Recidivism of Prisoners Released in 1983. Bureau of Justice Statistics. Recidivism of Released Prisoners Series, NCJ 116261, <http://www.bjs.gov/index.cfm?ty=pbdetail&iid=1135>.

²⁴ Patrick Langan and David Levin (2002). Recidivism of Prisoners Released in 1994. Bureau of Justice Statistics. Recidivism of Released Prisoners Series, NCJ 193427, <http://www.bjs.gov/index.cfm?ty=pbdetail&iid=1134>.

²⁵ T. R. Miller, M. A. Cohen, and B. Wiersema, “Victim Costs and Consequences: A New Look,” National Institute of Justice Research Report, NCJ-155282, <http://www.ncjrs.org/pdfiles/victcost.pdf>.

²⁶ The Office for Victims of Crime (OVC) is one of seven components within the Office of Justice Programs, U.S. Department of Justice, and was established in 1988 to enhance the Nation’s capacity to assist crime victims and to provide leadership in changing attitudes, policies, and practices to promote justice and healing for all victims of crime.

activity problems, the outcomes achieved through the criminal justice system and the bottom line of our states' budget sheets confirm that many of the resources leveraged in the correctional system are ineffective at addressing the true issues at the heart of crime and recidivism. From a purely economic perspective, the cumulative effect of these practices has placed a serious and debilitating financial and social drain on society.

SECTION 2

INDIANA AND SMART JUSTICE

A new American correctional movement is taking place that is bringing together unlikely allies from the political left and right. Various organizations and groups (e.g., Smart Justice, Right on Crime, Justice Fellowship, etc.) have been leaders in this rapidly growing movement. Interestingly, a central tenet of faith-based programs may help to explain at least some of this movement's salience.²⁷ On the one hand, church congregations, faith-based organizations, and volunteers largely fund faith-based programs through private donations, which appeals to conservatives' desire to shrink government; on the other hand, faith-based programs also demonstrate a recommitment to having at least some level of rehabilitative programs in prisons despite the national trend to cut vocational and treatment prison programs. This commitment to prison programs satisfies the left's view that community-building and social capital ultimately lower recidivism.²⁸

Indeed, preliminary research is beginning to demonstrate that the faith factor can play a pivotal role in helping prisoners to rewrite their life narrative, which can be a powerful and redemptive experience, giving ex-prisoners the hope and purpose needed to start a new and positive life, while at the same time helping them to come to grips with the anti-social life they have left behind.²⁹ Preliminary evidence indicates that faith-based pre-release/reentry prison programs can be effective in reducing recidivism.³⁰ Most faith-based programs, however, only last for weeks or months, and one can readily argue that to have the biggest possible salutary effect, prisoners need a more substantial or sustained faith-based intervention (e.g., lasting several years) in order to take hold and be effective. Moreover, the most serious offenders tend to have longer prison sentences and are often ineligible for consideration when it comes to participation in programs. States and jurisdictions need to think creatively about how best to address these important intervention strategies.

The Indiana Faith and Character Training Initiative

The origins of what is now referred to as the Indiana Faith and Character Training (INFACT) initiative within the Indiana Department of Correction (IDOC) began with Stephen Hall, who began as a prison chaplain for the department back in 1997. Over the years, Hall gained exposure to a variety of IDOC facilities, and in 2004 became Director of Religious and Volunteer Services for IDOC. Although there were certainly numerous faith-

²⁷ Michael Hallett and Byron R. Johnson (2014). "The Resurgence of Religion in America's Prisons," *Religions*, 5 (3): 663-683.

²⁸ Sung Joon Jang, Christopher Bader, and Byron R. Johnson (2008). "The Cumulative Advantage of Religiosity in Preventing Drug Use," *Journal of Drug Issues*, 38 (3): 771-798.

²⁹ Byron R. Johnson (2011). *More God, Less Crime: Why Faith Matters and How It Could Matter More*. West Conshohocken, PA: Templeton Press; and Shadd Maruna (2001). *Making Good: How Ex-Convicts Reform and Rebuild Their Lives*. Washington, D.C.: American Psychological Association.

³⁰ Grant Duwe and Michelle King (2013). "Can Faith-Based Correctional Programs Work?: An Outcome Evaluation of the InnerChange Freedom Initiative in Minnesota," *International Journal of Offender Therapy and Comparative Criminology* 57: 813-841; and Byron R. Johnson and David B. Larson (2008). *The InnerChange Freedom Initiative: A Preliminary Evaluation of a Faith-Based Prison Program*, Baylor ISR Report. Waco, TX: Baylor Institute for Studies of Religion.

based prison programs operating within IDOC facilities, as was the case nationally, there were only a handful of such initiatives that were led by state correctional agencies, although they were growing in number since President Bush launched the White House Office of Faith-Based and Community Initiatives in January of 2001.

Hall was also aware of some of the pitfalls associated with implementing faith-based initiatives at the state government level. In February of 2003, a lawsuit was filed against Prison Fellowship's Inner Change Freedom Initiative (IFI), a faith-based program in an Iowa state prison, alleging the Iowa Department of Corrections provided more resources for participants in this program, and were thus violating the separation of church and state. The IFI had been operating successfully in other prisons for a number of years and research had already demonstrated positive impacts of IFI programs in reducing recidivism,³¹ including a recent study showing the cost-savings of IFI in Minnesota in a rigorous cost-benefit analysis.³² Hall examined the programmatic elements that might work under a different initiative in Indiana. In the midst of his research, however, Hall was called into duty as a military chaplain in Afghanistan in June of 2004.

In January of 2005, Mitch Daniels assumed the reins of Indiana state government, advocating, among other things, greater efficiency and reform of all government operations. David Donahue, appointed as IDOC commissioner by Governor Daniels, described the operational culture he found when he got there:

Governor Daniels was very keen on improving and streamlining government operations across the state. What I found in the department was a culture where correctional programming developed and evolved because it 'felt good,' without any rigor of analysis and evidence to support it. So, while we were busy overhauling many outdated policies and programs within the department, we were also looking to innovate on several fronts.

In Hall's absence, IDOC hired Doris Woodruff-Filbey, the retired Director of Religious and Volunteer Services and Hall's predecessor, to come back as a contractor and fill in for him during his time in service.

At the same time, there was a bill introduced in the Indiana legislature to establish a faith-based prison along the lines of the IFI model in Iowa that still had a lawsuit pending against it. As the Ad-

³¹ Byron R. Johnson (2011). *More God, Less Crime: Why Religion Matters and How it Could Matter More*, Conshohocken, PA: Templeton Press.

³² Grant Duwe and Byron R. Johnson (2013). "Estimating the Benefits of a Faith-Based Correctional Program," *International Journal of Criminology and Sociology* 2: 227-239. DOI: <http://dx.doi.org/10.6000/1929-4409.2013.02.22>

ministration began discussing different approaches to the IFI model proposed in the legislation, it was now on Woodruff-Filbey to pick up where Hall had left off to design an alternative faith-based program that would steer clear of these church-state entanglements. Woodruff-Filbey described the mandate she received from Donahue:

After the legislation was introduced, I, and other designated staff, were given 90 days to develop an alternative approach to introducing faith-based programming. Commissioner Donahue's edict was 'Not a day in court, and not a dime,' meaning we needed to steer clear of lawsuits and institute a program that would not cost any additional taxpayer funds. As chaplains, we were already trained to serve the religious needs of all inmates whatever their faith, so although Christianity was certainly the most prevalent faith, our program needed to be accessible to all faiths, including those with no particular faith at all. To avoid legal and constitutional concerns, the program design was adapted to include character development. Essentially the same standard program was offered both faith and character development participants. Any class that had a particular religious slant was optional. Each participant was to enhance their experience by integrating facility religious and other personal growth opportunities into their program.

In addition to reviewing the research Hall had done before he left, Woodruff-Filbey researched other faith-based prison programs in Arkansas and Florida, and also identified some important performance benchmarks from the Federal Bureau of Prisons. Woodruff-Filbey quickly developed an overall framework of the program, called PLUS (Purposeful Living Units Serve), incorporating the following key elements and objectives:

- 1) Making the program voluntary: PLUS was originally an elective program for inmates, with no added incentive for participation other than a motivation for self-improvement;³³
- 2) Establishing a separate dorm, or celled space, for program participants: Both Hall and Woodruff-Filbey felt it essential to have a distinct living space for the program to create a sense of community and peer support among program participants, which also included mentoring and small groups within the PLUS dorm;
- 3) Building Trust: Connected to the notion of creating a peer community within PLUS was the importance of building trust, not something that was very prevalent, nor encouraged, in a prison setting. Nonetheless, Hall and Woodruff-Filbey considered this as an important element for the program to succeed;

³³ Later, in 2010, the PLUS program was changed to a "time cut" program, whereby many inmates completing the program were able to reduce the length of their prison term. Sex offenders are barred by statute, and there are other restrictions.

4) Family-focused: Much of the research that Woodruff-Filbey and Hall had done pointed to family connectedness as a critical component for reducing recidivism. During Hall's time as a military chaplain, he was trained in a marriage strengthening curriculum called PREP (Prevention & Relationship Enhancement Program) while supporting military couples. Both Hall and Woodruff-Filbey considered this especially important, since many inmates left spouses, partners and children behind when they were incarcerated; and

5) Community Service: To graduate a PLUS program, participants had to log in a minimum of 320 hours of community service. Part of Woodruff-Filbey's research into evidence-based prison programs suggested a strong link between community service and lower recidivism.

PLUS Gets Launched

In July of 2005, with Governor Daniels and Commissioner Donahue in attendance for the ribbon-cutting ceremony, the PLUS program was launched at IDOC's Correctional Industrial Facility, a medium security men's prison in Pendleton, Indiana. Prior to the launch, Woodruff-Filbey and Central Office and facility staff were busy training staff and volunteers to serve in the PLUS dorms. In addition to this, Woodruff-Filbey and staff were also busy with everything from developing and distributing brochures to inmates about the program, to identifying units in each facility for housing the PLUS program. The precedent of creating program-specific dorms had already been in place for IDOC's substance abuse programs. Woodruff-Filbey described the importance of this process:

It was essential to have both the right staff and the right kind of staff. The right staff means getting people that buy in to the overall vision for what we're trying to do, and the climate we're trying to create. The right kind of staff has more to do with the skills mix for staffing PLUS dorms, with more reliance on chaplains and caseworkers and less on correctional officers. So, we had the same staffing levels as the other comparable housing units within the prisons, as per Donahue's requirements, but a different mix of staff.

The early returns on PLUS were positive, showing both fewer conduct incidents in the PLUS dorms, as well as significant improvements in climate surveys administered by IDOC on a periodic basis. Donahue described the significance of this successful launch on the overall culture within IDOC:

It is not often that a department of corrections has the opportunity to point to a success, as much of the departments' culture, given the population served, focuses on minimizing negative events. For many in IDOC, it was their first experience of being part of something positive.

Growing PLUS

Hall returned from his military service and resumed his role within IDOC in October of 2005, one month before the launch of PLUS beyond the three pilot programs. Over the next 10 months, PLUS was expanded to 16 IDOC facilities. One important distinction from other faith-based approaches was that under the PLUS program, participants were encouraged to draw on their own faith, rather than being presented with a particular faith. PLUS was not a faith-based program per se, but was developed as a faith-AND-character-based program with the participant choosing which track they wanted to follow.

Although PLUS enjoyed strong support from Governor Daniels and Commissioner Donahue, there was an initial impression among many correctional staff that this was just another ‘hug a thug’ program. However, once the PLUS dorms demonstrated significant declines in conduct incidents, leading to safer working conditions for prison staff, PLUS gained more internal support. The success of PLUS also had an effect on how IDOC viewed its relationship to the media. As Donahue explained:

From a media standpoint, the prevailing attitude in regards to IDOC prisons was ‘no news is good news.’ As PLUS got going, we began to see positive stories coming up through local media in connection with some of the community service activities of PLUS participants.

In November of 2005, the Federal Office of Family Assistance (OFA)³⁴ released a Request for Proposals (RFP) to fund a new type of program aimed at promoting responsible fatherhood and healthy marriages. The Branchville facility within IDOC had already launched a fatherhood program through a local initiative involving the Indiana Department of Child Services. Their program utilized a prison-based fatherhood curriculum called *Inside/Out Dads*³⁵, and also included a specially designed child visitation center. Hall, with a grant-writer and assistance from his staff, successfully applied for two fatherhood grants, one focused specifically on fatherhood (and modeled after the Branchville program) and another with a particular focus on marriage strengthening for inmates with spouses on the outside. This latter grant gave Hall the opportunity to incorporate the PREP marriage curriculum he was trained in while serving as a military chaplain. As Hall explained:

Although there is a world of difference between serving your country in the military and serving time in prison, they both face similar challenges. They are separated from their families, have no control over where they are, and can be required to relocate at a moment’s notice, are part of a highly structured and authoritative environment, and face violent stressful conditions.

³⁴ OFA is part of the Administration for Children and Families within the US Department of Health and Human Services.

³⁵ This is a branded, evidenced based practice from the National Fatherhood Initiative.

a person new to
a field or
activity;
a beginner.

(NAH-VJSS)



The PLUS program led to a change in the type of volunteers coming into the prison. As Hall explained:

Prior to PLUS, most of the volunteers that came to serve in the prison, of which about 90% came from the faith community, came in to do their own thing, usually in the form of a bible study, leading worship or a prayer group. The PLUS program was driven by the IDOC, so we were able to articulate our needs for volunteers with specific skill sets. The volunteers serving in PLUS tended to be less evangelical and more motivated by social justice issues, following more along the lines of servant evangelism.

Hall and his staff primarily directed their volunteer recruitment and fund-raising efforts through presentations to churches across the state. However, these outreach efforts went beyond this, and were also about telling the stories of what PLUS graduates were accomplishing, in an effort to create more goodwill with those communities, and especially those communities near IDOC facilities.

The PLUS curriculum covered a wide range of issues, from spiritual literacy to understanding character through Myers-Briggs indicators to parenting. The parenting curricula (PREP, Inside/Out Dads, and 24/7 Dads) were funded through the OFA grant, and also included a financial literacy component (see Exhibit 1 for a description of the PLUS curriculum contents).

PLUS and the Indiana Faith and Character Training Initiative

In 2012, IDOC expanded the INFACT initiative to include another program called the Reformatory Residential Re-Entry Program (RRRP). RRRP was a shorter, 6-month version of the PLUS program, which generally took 12 months to complete, and was focused on offenders in minimum security facilities with relatively short sentences of a year or less.

Branchville – The first INFACT Correctional Facility

In February 2014, Branchville Correctional Facility (BCF) was designated, in its entirety, as a Faith and Character Training Facility, in which almost all offenders were required to participate in faith or character building programs. At that point, Branchville had 504 PLUS and 132 RRRP participants, and a total of 1,110 assigned to a faith/character program at Branchville, which was now located in all of the housing units.

As a facility-wide INFACT institution under the leadership of Gil Peters, BCF demonstrated a “faith-friendly” culture throughout the facility, characterized by a high level of collaboration and cooperation among prison guards and PLUS program staff. The success of this facility-wide approach to INFACT is further supported by low 3-year recidivism rates, compared both to the overall prison population and to other PLUS graduates, as shown in Table 1 (next page).

TABLE 1: COMPARATIVE 3-YEAR RECIDIVISM RATES FOR INFACIT PROGRAMMING 2008-2010

POPULATION	TOTAL # RELEASED	TOTAL # RETURNED	RECIDIVISM RATE
BRANCHVILLE PLUS GRADUATES	67	16	23.9%
ALL PLUS GRADUATES	740	213	28.8%
NON-PLUS OFFENDERS IN FACILITIES OFFERING PLUS PROGRAMMING	28,907	11,260	39.0%
OVERALL IDOC OFFENDERS	55,265	20,354	36.6%

However, there were also a number of logistical challenges for BFC in the process of expanding INFACIT programming facility-wide. One challenge concerned the housing of PLUS graduates, who often found themselves transferred to another dorm upon completion of the PLUS program, often living amongst more behaviorally-challenged inmates, which tended to erode, rather than support, the gains made from the PLUS training.

Looking Back, Looking Forward

Hall, who retired from IDOC in 2014, reflected over the work they had completed over the last few years:

Looking back, I think the success of the program overall was our research-based, empirically-informed approach to putting together the curriculum, combined with the innovative aspect of incorporating faith and spirituality. As an IDOC program, we were not in a position to teach religion and faith per se, but did encourage participants to draw on their faith. Having dorms dedicated to PLUS, and creating that peer community of support, was an essential element for nurturing their faith as a part of their rehabilitation. Finally, the ability to incorporate parenting and relationship skills through the OFA grant resources, with the emphasis on spouse and children visitation, contributed to our success in reducing recidivism.

The PLUS/INFACT program has survived two governors and three commissioners, and is now an integral part of IDOC operations. Going forward, IDOC is further expanding the PLUS concept by designating an entire facility for first-time IDOC offenders³⁶, and utilizing PLUS graduates as mentors and utilizing the same basic curriculum.

In October 2014 IDOC launched the First-Term Offender Program (FTOP) at Heritage Trail, which will provide PLUS programming for first-time IDOC offenders.

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³⁶ There first-time IDOC offenders may have spent time in county prisons.

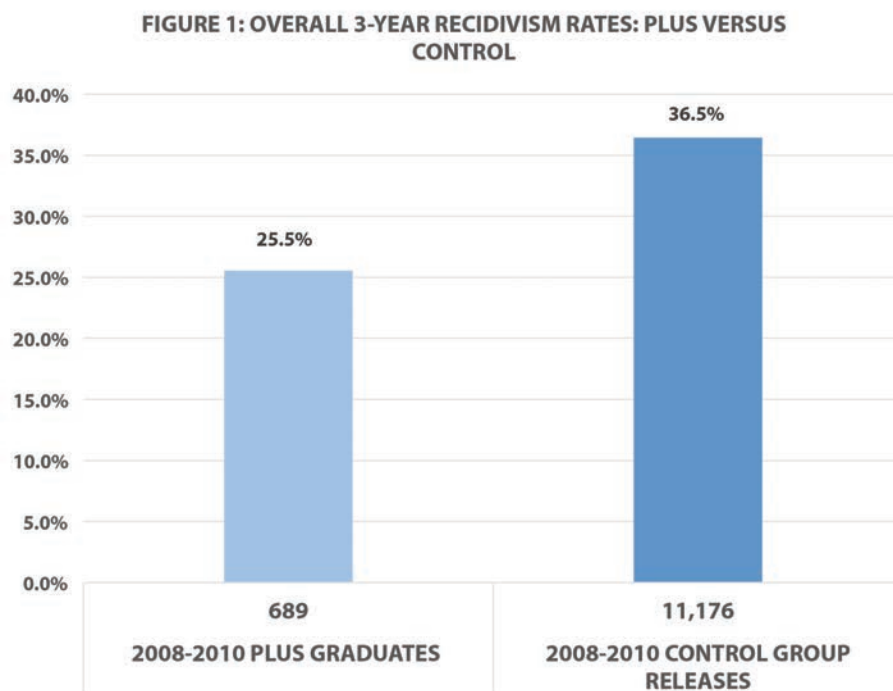
SECTION 3

METHODOLOGY AND FINDINGS

The purpose of the analysis presented here is to evaluate the PLUS/RRRP programs based on whether graduates from those programs, when released from prison, return (or recidivate) at lower levels than do a comparable cohort of non-participating IDOC prisoners. For PLUS participants, we used a three-year recidivism rate, which measures the percentage of ex-offenders returning to state prison within three years of release. For the RRRP program, which didn't start until 2012, we use a 1-year recidivism rate, also called the annual return rate, which captures the percentage of ex-offenders that return to state prison within a year of release.

The research team obtained data on all IDOC releases from 2008-2010, including information on whether the ex-offender graduated from the PLUS program. For analysis of RRRP, IDOC likewise provided data on all 2012 releases. To make the control group (i.e., PLUS/RRRP non-participants) more comparable to PLUS/RRRP participants, we applied the following three filters:

1. Only including IDOC inmates released from a Level 1 or 2 facility³⁷ (since a majority of PLUS participants are also residing in Level 1 or 2 facilities;



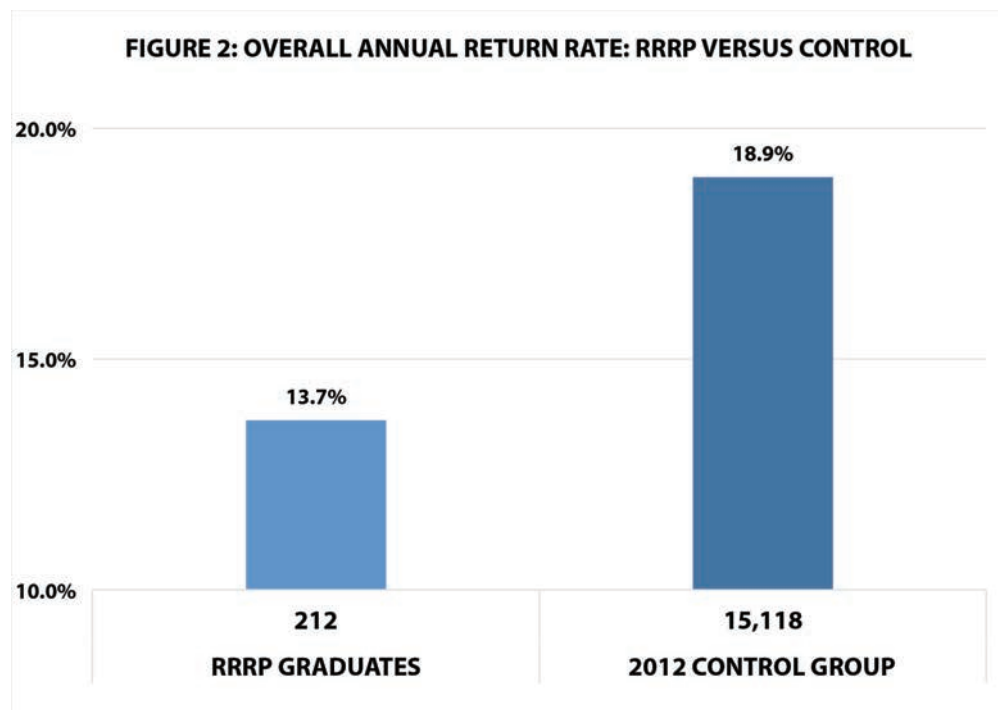
³⁷ Level 1 prisons are comprised of inmates with less than a one year sentence. Inmates with sex offenses and most violent crimes are excluded from Level 1. Level 2 prisons are for offenders with less than 10 years to serve. Level 3 are medium-security facilities for offenders with up to 15 years to serve. Level 4 is a maximum security prison.

2. Excluding IDOC inmates that had a Code A conduct violation within two years of their release from prison³⁸ (since these inmates would also be ineligible to participate in the PLUS/RRRP program); and
3. Excluding IDOC inmates serving less than 18 months. PLUS is not generally available to inmates serving shorter sentences, given the length of time generally required for completing the program. However, given the shorter time to complete RRRP, inmates serving these shorter terms were NOT excluded from the RRRP control group.

Results

Overall Impact of PLUS/RRRP on recidivism

As shown in Figure 1 (previous page), the PLUS graduates' recidivism rate was 30% below that of the control group (25.5% vs. 36.5%). For RRRP graduates, the annual return rate was 27% lower than the comparable control group of inmates released in 2012 (see Figure 2 - below).



³⁸ Code A violations are the most serious, and includes: assault on staff, possession of cell phones, and sexual conduct.

PLUS/RRRP Recidivism Impacts by Age

Figures 3 (below) and 4 (below) show the impact of PLUS/RRRP on recidivism based on whether the inmate was less than or more than 35 years of age (at the time of release). For inmates under 35, PLUS graduates' recidivism rate was 22% lower than the control group (33.3% vs. 42.9%). The "PLUS effect" (i.e., level of recidivism reduction in comparison to the IDOC control group) was slightly more for participants 35 years of age and older, with a recidivism rate 30% lower than the rate for the control group (23.8% vs. 34.0%).

FIGURE 3: 3-YEAR RECIDIVISM RATES BY AGE: PLUS VERSUS CONTROL

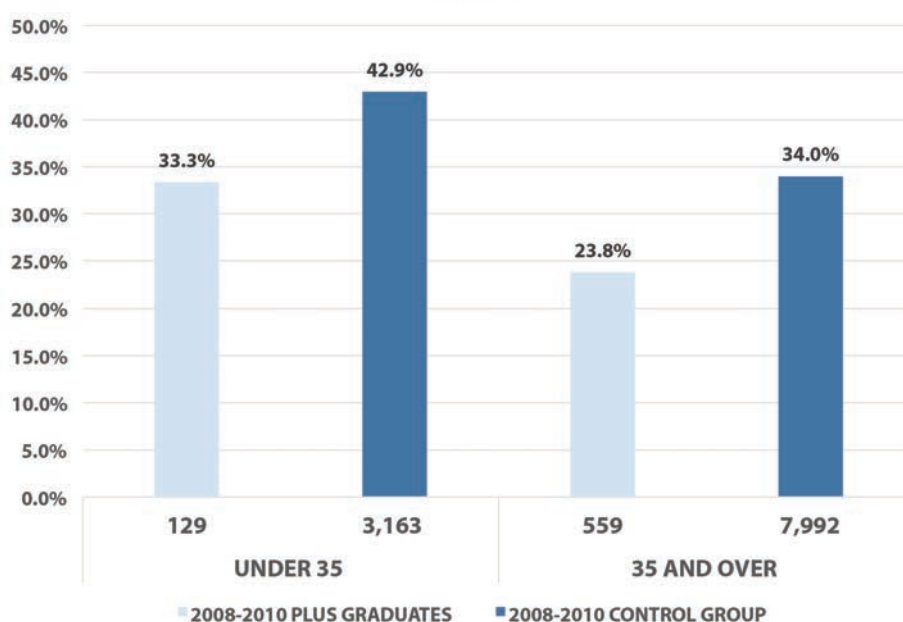
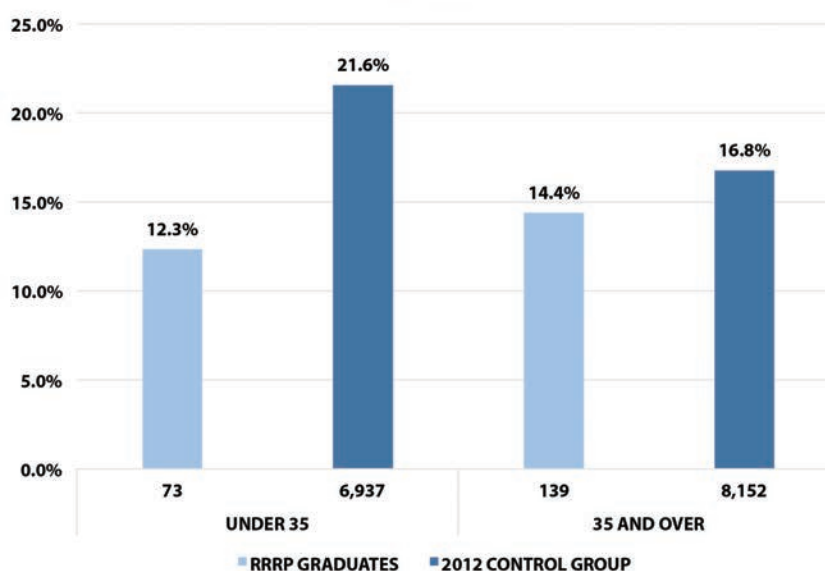


FIGURE 4: ANNUAL RETURN RATES FOR INMATES AGE: RRRP VERSUS CONTROL



For the RRRP participants, as shown in Figure 4, the effect was in the opposite direction; with RRRP graduates under 35 showing a recidivism rate 45% lower (12.3% versus 22.6%) than for non-participants (i.e., control group), compared to only a 18% reduction (14.4% versus 16.8%) for RRRP graduates aged 35 and over.

PLUS/RRRP Recidivism Impacts by Gender

Figures 5 (below) and 6 (next page) compare the PLUS and RRRP effect on recidivism based on whether the participant was male or female. For PLUS, there was a greater recidivism effect for females, whose recidivism rate was 43% lower than for female non-participants (14.3% versus 25.3%), whereas male PLUS participants' recidivism rate was 28% lower than non-participants (27.1% versus 37.5%).

Conversely, female RRRP participants' annual return rate was only 13% lower than female non-participants (13.0% versus 14.5%), while male RRRP participants' return rate was 30% lower than the non-participants (14.0% versus 19.7%).

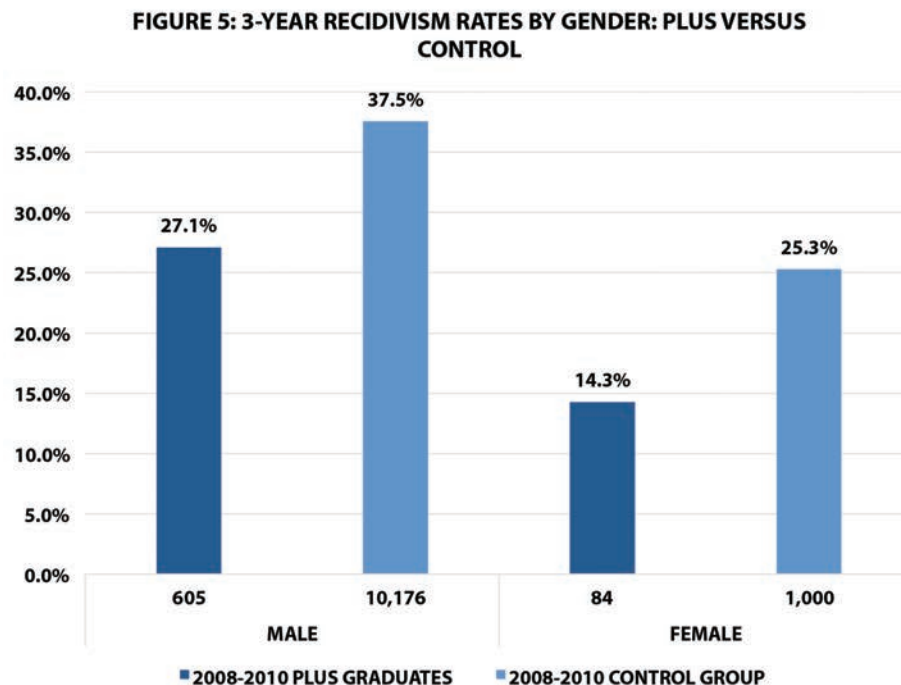
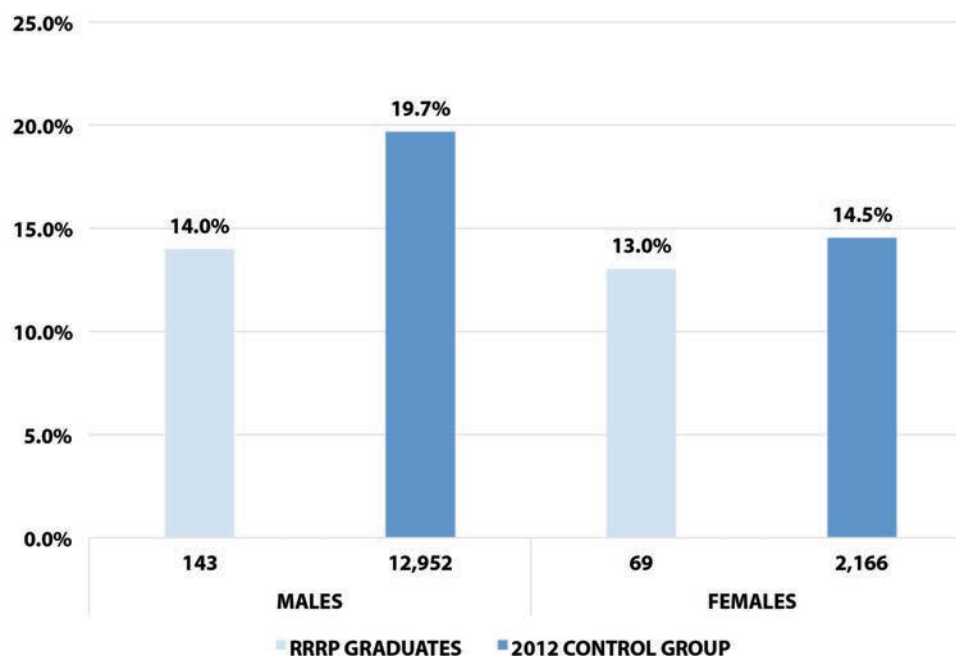


FIGURE 6: ANNUAL RETURN RATES BY GENDER: RRRP VERSUS CONTROL

PLUS Recidivism Impacts Based On Length of Time Served³⁹

Figure 7 (next page) above shows significant variation in the 'PLUS effect' based on the amount of time served in prison. The 3-year recidivism rate for PLUS graduates serving a sentence of 1-5 years was 28% lower than for non-participants (27% versus 37.8%), the smallest effect of the three groupings. The largest PLUS effect was on inmates serving 5-10 years, where PLUS graduates' 3-year recidivism rate was 57% lower than for non-participants serving a similar length of sentence (20.5% vs 47.8%). The in-between PLUS effect was found for inmates that served a sentence of 10 or more years, with PLUS graduates' recidivism rate 41% lower than for non-participants (15.1% versus 25.6%).

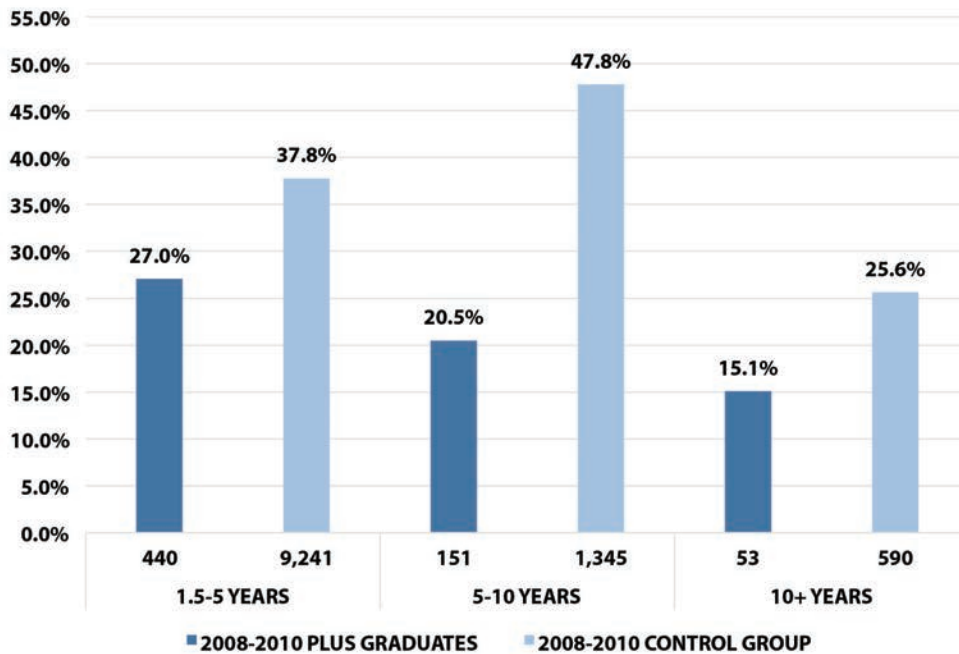
PLUS Impact in Conjunction with Family Visits⁴⁰

One of the important components of the PLUS curriculum, as described earlier in the case study, is the fatherhood and marriage/relationship strengthening education. IDOC provided the research team

³⁹ This analysis was not relevant for RRRP, since the program is specifically designed for inmates with less than one year remaining on their sentence, and thus typically are serving short sentences in general.

⁴⁰ There was no family visitation data available for RRRP participants.

⁴¹ However, because IDOC could not provide the dates of these visits, we were unable to determine whether the frequency of site visits increased after enrollment in the PLUS program.

FIGURE 7: 3-YEAR RECIDIVISM RATES BY LENGTH OF SENTENCE SERVED: PLUS VERSUS CONTROL

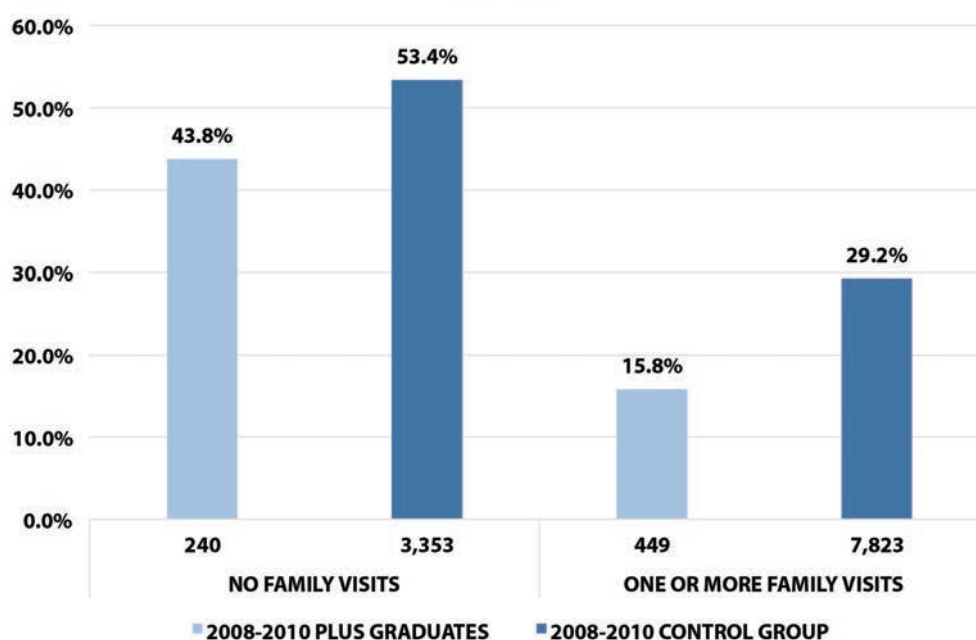
with data on family member visitation.⁴¹ Previous research confirms that family visitation is strongly associated with recidivism reduction.⁴² Our first step in analyzing the relationship between family visitation and 3-year recidivism rates was to examine whether greater frequency of visits would result in greater reduction in recidivism rates. The results indicated that what made the difference was whether there was any family visitation at all, not how many times an inmate had family visit. Therefore, our analysis used family visitation as a dichotomous variable (i.e., had at least one family visit – yes or no) for our subsequent analyses.

As shown in Figure 8 (next page), whether or not an inmate received at least one family visit had a significant influence as to whether PLUS graduation impacted recidivism. For inmates with no family visits, the recidivism rate for PLUS grads was 18% lower than for similar non-participants (43.8% vs 53.4%), while the 3-year recidivism rate for PLUS grads with one or more family visits was 45% lower than for non-participants meeting the same criteria (15.8% vs 29.2%).

These results reveal two important aspects on reducing recidivism. The first is that family visitation may be a significant variable for reducing recidivism. For example, the overall recidivism rate for non-participants with no family visits was 53.4%, as compared to the comparable rate for non-participants with at least one family

⁴¹ Duwe, Grant and Johnson, Byron R. "The Effects of Prison Visits from Community Volunteers on Offender Recidivism," (forthcoming) at The Prison Journal; Siennick, Sonja E., Daniel P. Mears, and William D. Bales. 2013. "Here and Gone: Anticipation and Separation Effects of Prison Visits on Inmate Infractions." *Journal of Research in Crime and Delinquency* 50(3): 417-444; Bales, William D., and Daniel P. Mears (2008). "Inmate Social Ties and the Transition to Society: Does Visitation Reduce Recidivism?" *Journal of Research in Crime and Delinquency* 45:3, 287-321.

FIGURE 8: 3-YEAR RECIDIVISM RATES FOR INMATES WITH NO FAMILY VISITS VS INMATES WITH ONE OR MORE FAMILY VISITS: PLUS VERSUS CONTROL



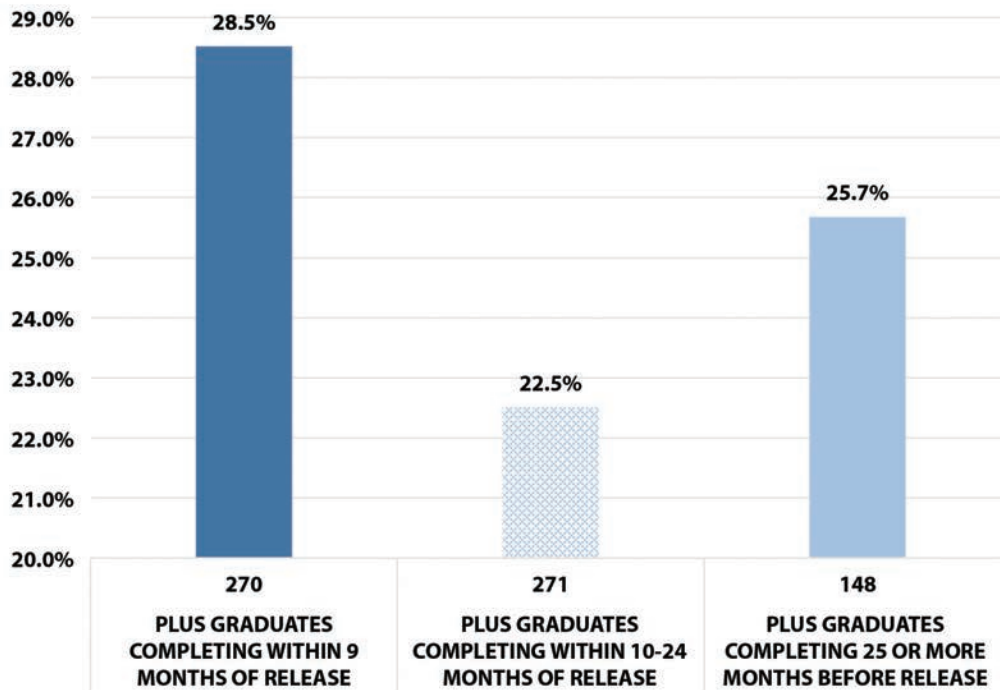
visit (29.2%). The second is that PLUS programming appears to significantly magnify the effect of family visitation or vice versa in terms of lowering recidivism rates. While the reduction in recidivism rates for PLUS graduates overall was 30% lower than for non-participants, the recidivism rate for PLUS graduates with at least one family visit was 45% lower in comparison to non-participants with at least one family visit.

PLUS Impacts Based on Remaining Time in Prison after Program Completion⁴³

Another important element of the PLUS program, as referred to earlier, was the creation of dorms within the prison that were dedicated exclusively to program participants. In most instances, PLUS graduates were allowed to remain in those dorms until release from prison. Figure 9 (next page) shows the comparative 3-year recidivism rates among PLUS graduates, based on the amount of remaining time they served in prison after completing the program.

Conventional wisdom might say that those release soonest after program completion (i.e., within 9 months) would have the lowest recidivism rates, since the training was relatively recent. However, this was not the case. The results shown in Figure 9 show the lowest recidivism amongst inmates com-

⁴³ This analysis was not relevant to the RRRP program, since the program was designed for inmates with less than one year remaining on their sentence.

FIGURE 9: 3-YEAR RECIDIVISM RATES FOR PLUS GRADUATION AND RELEASE

pleting PLUS within 10-24 months of release. This finding may point to the extent to which PLUS graduates have the opportunity and time to work through and practice what they learned within the confines of a peer supported community, actually yields better results in terms of reduced recidivism. Likewise, the effect seems to diminish over time, as shown by a slightly higher recidivism rate for PLUS graduates with 25 or more months (22.5% versus 25.7%). This is similar to a finding from an ex-offender program, in which prisoners released from prison lived together in congregate housing.

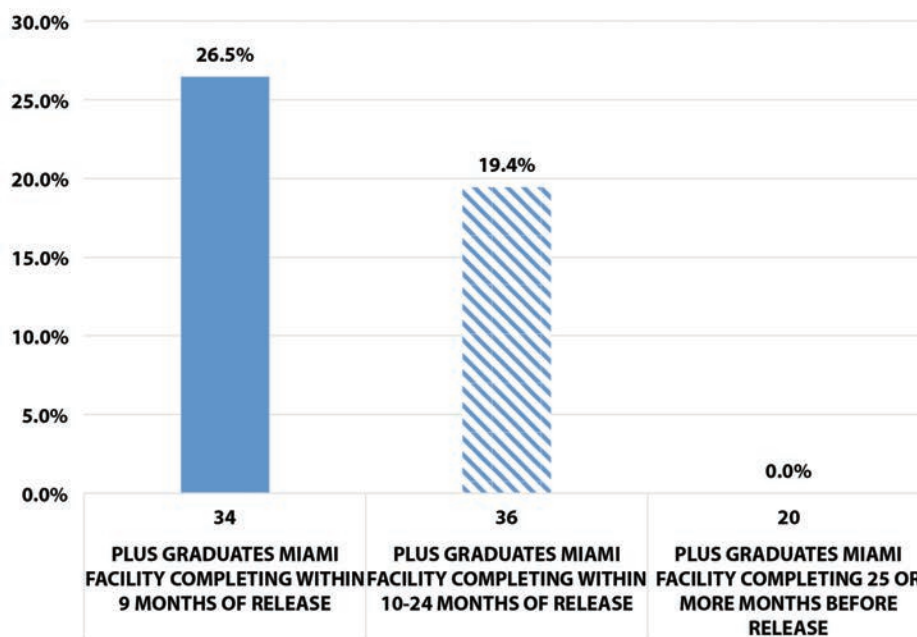
Figure 10 (next page) shows the same analysis, but is based solely on PLUS grads released from the Miami IDOC facility, where INFACT staff were able to confirm that PLUS grads did remain together in the PLUS dorms after program completion, which was not always the case for PLUS grads in other IDOC facilities. Although this is a small sample, the results show progressively lower recidivism for PLUS grads the longer they remain in prison after completing the program

PLUS Effects in Combination with Vocational Training⁴⁴

Another area of prison programming that has been shown to reduce recidivism is vocational training. A recent

⁴⁴ Data on vocational training was not available for the PLUS control group (i.e., non-participants) released in 2008. There was also no vocational data available for analysis for RRRP participants.

FIGURE 10: 3-YEAR RECIDIVISM RATES FOR PLUS GRADS RELEASED FROM THE MIAMI WITHIN IDOC FACILITY



study confirms that prison inmates who receive general education and vocational training are significantly less likely to return to prison after release and are more likely to find employment than peers who do not receive such opportunities. The findings from this study, the largest-ever meta-analysis of correctional educational studies, suggest that prison education programs are cost effective, with a \$1 investment in prison education reducing incarceration costs by \$4 to \$5 during the first three years post-release.⁴⁵ Figure 11 shows the difference in the ‘PLUS effect’ based on whether or not the inmate received vocational training. The 3-year recidivism rate for PLUS grads without vocational training is 25% lower than similar non-participants (28.3% vs 37.9%), but for PLUS grads with vocational training, the 3-year recidivism rate is 38% lower than non-participants that also completed vocational training (19.9% versus 32.0%).

PLUS effects in Combination with Vocational Training and Family Visits

The PLUS program also shows significant effects in combination with both vocational training and one or more family visits. Figure 12 shows that the 3-year recidivism rate for PLUS graduates with vocational training and one or more family visits was 28% lower than the corresponding recidivism rate for PLUS graduates with one or more family visits but no vocational training (12.6% v. 17.9%).

⁴⁵ Lois Davis, Robert Bozick, Jennifer Steele, Jessica Saunders and Jeremy Miles. (2013). Education and Vocational Training in Prisons Reduces Recidivism, Improves Job Outlook. Santa Monica, CA: The Rand Corporation.

FIGURE 11: 3-YEAR RECIDIVISM RATES FOR INMATES RECEIVING VOCATIONAL TRAINING VS WITHOUT VOCATIONAL TRAINING: PLUS VERSUS CONTROL

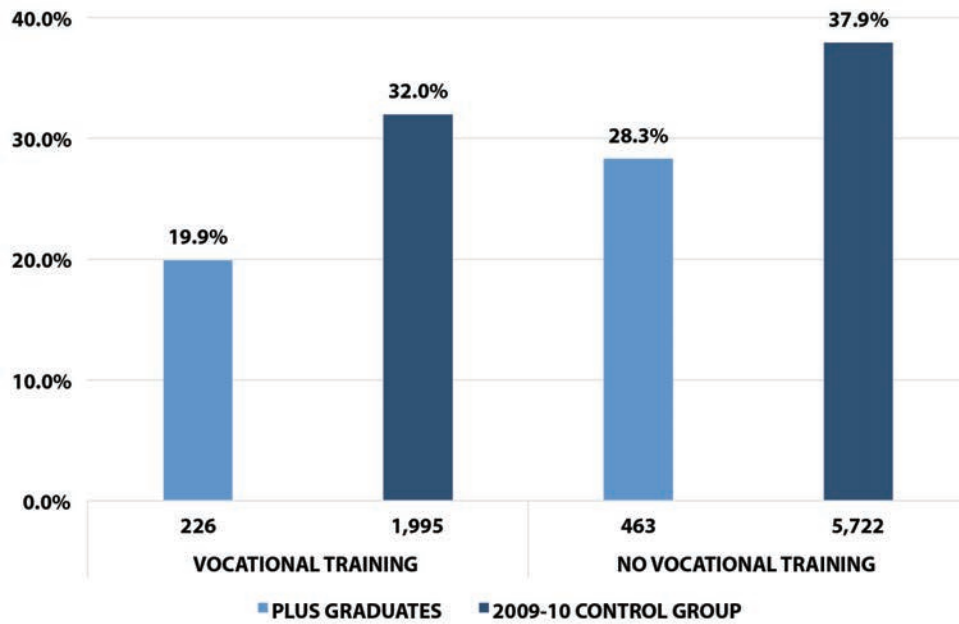
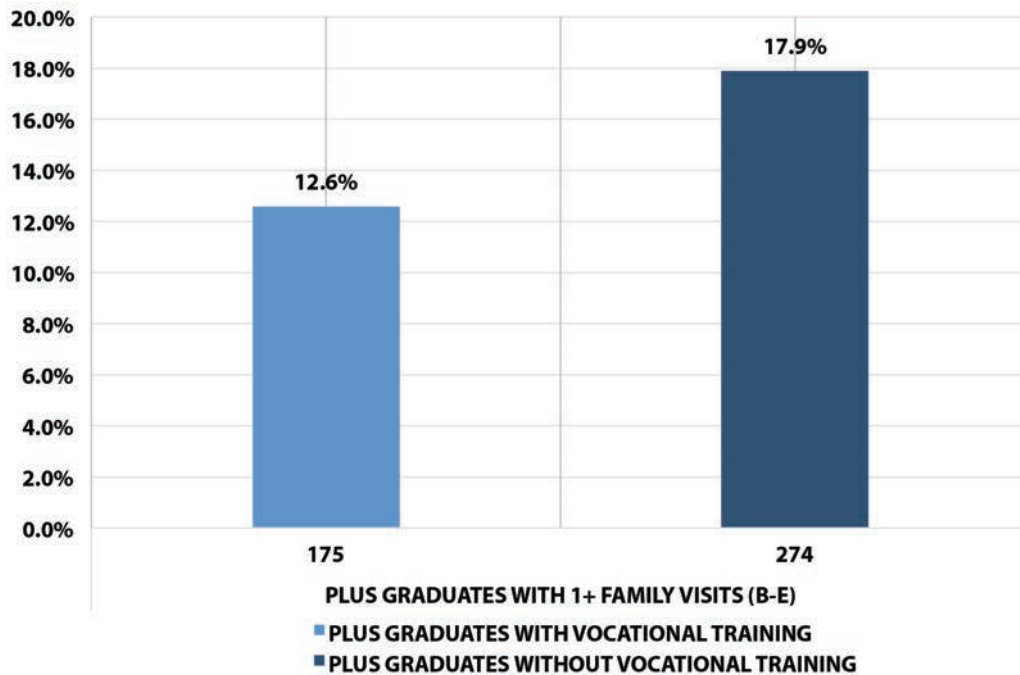


FIGURE 12: 3-YEAR RECIDIVISM FOR PLUS GRADUATES WITH VOCATIONAL TRAINING AND FAMILY VISITATIONS



Projected Financial Returns of the PLUS program (2008-2010)

Table 2 shows the estimated financial returns, which includes both economic gains associated with the PLUS program, in the form of additional projected income tax revenues and increases in child support payments, as well as economic savings, from projected decreases in tax-payer-funded incarceration and public assistance costs. The estimated first year total project economic impact to the PLUS program is close to \$1.6 million, or an average of \$1,694 for each of the 940 PLUS graduates released in 2014. Of that savings, about 33% (\$539,851), or \$574 per PLUS graduate, represents projected direct savings in incarceration costs for the IDOC. Given the fact that operating the PLUS program required no additional funds, these represent the full savings amount project from the program, based primarily on lower recidivism rates and improved employment rates for PLUS graduates, as compared to a control group of non-participants.

TABLE 2: Indiana Faith and Character Training Projected Return on Investment

Economic Savings: Recidivism			
Annual cost of incarcerating a man in Indiana	A	\$ 5221	Average annual medical, food service and clothing/hygiene costs per prisoner.
Average prosecution cost per crime committed	B	\$ 570	Source: An Ounce of Prevention: Taxpayer Costs Avoided through Preventing Crime
Average public defender cost per crime committed	C	\$ 322	Source: An Ounce of Prevention (see above)
Average jury or court trial cost per crime committed	D	\$ 5565.4	Source: An Ounce of Prevention (see above)
Average total court expenses per crime committed	E	\$ 6,458	Formula: B + C + D [Average total court expense per crime committed by recidivating offender]
Percentage of ex-offenders that recidivate for new crimes committed		55%	IDOC Offender Population Statistical Report - Calendar Year 2014
Average total cost per recidivating offender	F	\$ 8,773	Formula: A + (E * 55%) [Annual costs of incarceration plus total court expenses per crime committed for the 55% of recidivists recommitting crime (versus the 45% that return to prison for parole violations and thus not incurring additional court costs)]
Number of PLUS Graduates Released in 2014	G	940	Source: Indiana Department of Corrections (IDOC) Release Data
IDOC 3-year recidivism rate for male offenders (non-participants) released from a Level I or II facility with a minimum time served of 18 months.	H	36.5%	Source: Indiana Department of Corrections (IDOC) Release Data
Expected number of comparison group to return to prison within three years	I	343	Formula: G * H [Projected number of recidivists from PLUS non-participants comparison group]
Total cost of recidivating offenders from PLUS non-participants	J	\$ 3,009,890	Formula: F * I [Projected number of recidivists from PLUS non-participants comparison group times total incarceration costs per recidivating offender]
PLUS graduates actual 3-year recidivism	K	25.5%	Source: IDOC Recidivism Data for PLUS graduates from 2008 to 2010
Expected number of PLUS graduates completers who will return to prison within three years	L	240	Formula: G * K [Projected number of recidivists from among PLUS graduates]
Estimated cost of incarcerating these men a second time	M	\$ 2,102,800	Formula: F * L [Projected number of PLUS graduate recidivists times total incarceration costs per recidivating offender]
Estimated first year savings in incarceration costs to state from reduced recidivism	N	\$ 907,090	Formula: J - M [Difference in total incarceration costs for recidivating offenders between PLUS non-participants comparison group and PLUS graduates]

Indiana Faith and Character Training Projected Return on Investment

Economic Gains: Tax Revenue

Number of PLUS Graduates Released in 2014	G	940	Source: Indiana Department of Corrections (IDOC) Release Data
IDOC 3-year recidivism rate for male offenders (non-participants) released from a Level I or II facility with a minimum time served of 18 months.	H	36.5%	Source: Indiana Department of Corrections (IDOC) Release Data
Expected number of comparison group to return to prison within three years	I	343	Formula: $G * H$ [Projected number of recidivists from PLUS non-participants comparison group]
Estimated number of PLUS non-participants comparison group employable (i.e., non-recidivating) ex-offenders	O	597	Formula: $G - I$ [PLUS graduates minus projected recidivists from PLUS non-participants comparison group]
PLUS graduates actual 3-year recidivism	K	25.5%	Source: IDOC Recidivism Data for PLUS graduates from 2008 to 2010
Expected number of PLUS graduates completers who will return to prison within three years	L	240	Formula: $G * K$ [Projected number of recidivists from among PLUS graduates]
Estimated number of employable (i.e., non-recidivating) PLUS graduates	P	700	Formula: $G - L$ [PLUS graduates less projected number of recidivists]
Percentage of non-recidivating PLUS graduates that obtain employment within three years of release	Q	64%	Source: Indiana Department of Corrections (IDOC) Release Data for inmates released in 2010.
Percentage of non-participants that obtain employment within three years of release	R	58%	Source: Indiana Department of Corrections (IDOC) Release Data for inmates released in 2010.
Incremental percentage of PLUS grads obtaining employment as compared to non-participants	S	6%	Formula: $Q - R$ [Percentage of non-recidivating PLUS grads that obtain employment within three years as compared to non-participants]
Increase in employment rate for PLUS graduates versus non-participants	T	10%	Formula: S / R [Incremental percentage of PLUS grads obtaining employment divided by percentage of non-recidivating non-participants obtaining employment]
Additional number of ex-offenders employed as a result of PLUS	U	102	Formula: $(Q * P) - (S * O)$ [Non-recidivating PLUS graduates times employment rate less PLUS non-participants recidivating ex-offenders times employment rate after release]
Average annual salary of IDOC ex-offenders obtaining employment	V	\$ 14,083	Source: 2014 Offender Employment Report based on DWD Data; IDOC.
Average combined tax rate for Indiana residents	W	22%	Source: "Who Pays America's Tax Burden, and Who Gets the Most Government Spending?" Taxpayer Foundation (March 2007) -- Indiana Overall State Tax Rate of 7.0% plus federal tax rate of 15%. <i>Note: This calculation does not include the impact of the Earned Income Tax Credit on employed ex-offenders.</i>
Average estimated per person annual taxes paid per year by PLUS graduates obtaining employment	X	\$ 3098	Formula: $V * W$ [Annual salary times average combined tax rate for Indiana residents]
Estimated additional annual federal income and state sales tax generated by PLUS graduates over ex-offenders otherwise employed	Y	\$ 315,992	Formula: $U * X$ [Additional PLUS graduates employed times average annual estimated taxes]

Indiana Faith and Character Training Projected Return on Investment

Number of PLUS Graduates Released in 2014	G	940	Source: Indiana Department of Corrections (IDOC) Release Data
PLUS graduates actual 3-year recidivism	K	25.5%	Source: IDOC Recidivism Data for PLUS graduates from 2008 to 2010
Expected number of PLUS graduates completers who will return to prison within three years	L	240	Formula: $G * K$ [Projected number of recidivists from among PLUS graduates]
Estimated number of employable (i.e., non-recidivating) PLUS graduates	P	700	Formula: $G - L$ [PLUS graduates less projected number of recidivists]
Percentage of non-recidivating PLUS graduates that obtain employment within three years of release	Q	64%	Source: Indiana Department of Corrections (IDOC) Release Data for inmates released in 2010.
Additional number of ex-offenders employed as a result of TYRO Dads	Z	448	Formula: $P * Q$ [Estimated number of employable (i.e., non-recidivating) PLUS graduates times the projected employment rate for PLUS graduates after release.
Estimated percentage of employed PLUS graduates with child support responsibilities	AA	26.7%	Formula: $P * T$ [Estimated number of employable (i.e., non-recidivating) PLUS graduates times the projected employment rate for PLUS graduates after release.
Estimated number of employed PLUS graduates with child support responsibilities	BB	120	Formula: $Z * AA$ [Employed 2012 PLUS graduates times estimated percentage with child support payment obligations].
Estimated annual payments towards child support	CC	\$ 1,297	Source: Impact of Transitional Jobs: A Study of Ex-Offenders in Indianapolis' Rhonda Shipley; Sagamore Institute; October 1, 2010.
Estimated annual child support payments resulting from employed PLUS graduates	DD	\$ 155,015	Formula: $BB * CC$ [Estimated number of employed non-recidivating PLUS graduates employees with child support obligations times average estimated annual wage garnishment]. <i>Note: This projection does not include an estimation on the number of non-participants that do not recidivate, obtain employment and comply with child support payments, which would have the effect of lessening the savings attributable here to the PLUS program.</i>

Indiana Faith and Character Training Projected Return on Investment			
Economic Savings: Government Assistance			
Number of PLUS Graduates Released in 2014	G	940	Source: Indiana Department of Corrections (IDOC) Release Data
PLUS graduates actual 3-year recidivism	K	25.5%	Source: IDOC Recidivism Data for PLUS graduates from 2008 to 2010
Expected number of PLUS graduates completers who will return to prison within three years	L	240	Formula: $G * K$ [Projected number of recidivists from among PLUS graduates]
Estimated number of employable (i.e., non-recidivating) PLUS graduates	P	700	Formula: $G - L$ [PLUS graduates less projected number of recidivists]
Estimated percentage of non-recidivating PLUS graduates ex-offenders on food stamps prior to incarceration	EE	54%	Source: Estimates derived from analysis of a similar ex-offender population in Ohio, as reported in Stronger Families, Stronger Society: An Analysis of the RIDGE Project, Inc.; Baylor University Program on Prosocial Behavior; 2014.
Percentage of PLUS graduates with earnings above \$15,000	FF	36%	Source: Research and Planning, "Employment and Recidivism 2010 Cohort, Current Employment 2014" Indiana Department of Correction Nov. 2014
Number of participants no longer requiring food stamps	GG	134	Formula: $EE * P * FF$ [Projected number of PLUS graduates receiving food stamps times the projected percentage of PLUS graduates with estimated earnings above \$15,000 and thus no longer eligible for food stamps]
Average annual benefits from food stamps per individual	HH	\$ 1,601	Source: "Supplemental Nutrition Assistance Program Participation and Costs," USDA Food and Nutrition Service (http://www.fns.usda.gov/pd/SNAPsummary.htm). Based on an individual's projected food stamp costs
Estimated annual savings in public assistance costs for individuals completing TYRO Dads only from avoided recidivism and improved employment outcomes.	II	\$ 213,949	Formula: $GG * HH$ [# of PLUS graduates that would otherwise be on public assistance times sum of estimated annual food stamp costs]. Note: This projection does not include an estimation on the number of non-participants that do not recidivate, obtain employment and no longer require food stamps, which would have the effect of lessening the savings attributable here to the PLUS program.
PLUS Impact/Expenses			
Number of PLUS Graduates Released in 2014	G	940	Source: Indiana Department of Corrections (IDOC) Release Data
Estimated annual economic gains from PLUS program	JJ	\$ 471,006	Formula: $Y + DD$ [Estimated incremental tax revenue gains and child support payments]
Estimated annual economic savings from PLUS program	KK	\$ 1,121,039	Formula: $N + II$ [Taxpayer savings in decreased public assistance and decreased incarceration costs]
Estimated total first year total economic impact from PLUS grads released in 2014	LL	\$ 1,592,045	Formula: $JJ + KK$ [Estimated economic gains plus estimated economic savings]
Estimated total first year direct savings to IDOC from reduced recidivism attributable to the PLUS program	MM	\$ 539,851	Estimated total first year direct savings to IDOC from reduced recidivism attributable to the PLUS program
Estimated annual savings per PLUS graduate released from prison in 2014	NN	\$ 1,694	Formula: LL / G [Total economic impact divided by the total PLUS graduates released]
Estimated annual direct IDOC savings per PLUS graduate released from prison in 2014	OO	\$ 574	Formula: MM / G [Total annual direct IDOC savings divided by the total PLUS graduates released]

This study lends support to the premise that innovative and holistic correctional programs like PLUS can positively impact the behavior of prisoners and ex-prisoners. But what is it specifically about PLUS that helped participants to be more successful? We believe the five program components of PLUS (i.e., voluntary, separate space to encourage community, building trust, family-focused, and community service) taken together, created an environment that contributed to the program's success thus far. The fact that the program is voluntary and carries no added incentives for participation may mean participants are more motivated for self-improvement than non-participants. Indeed, previous research shows that readiness for change is a key marker for program success. PLUS was designed to have a separate housing space for participants in order to build a sense of community and enhance peer-support. Moreover, religious involvement in this context may well enhance networks of support that help inmates internalize values that encourage behavior that emphasizes concern for others' welfare. Such processes may contribute to the acquisition of positive attributes that give offenders a greater sense of empathy toward others, which in turn makes them less likely to be self-absorbed or narcissistic, and more likely to desist from committing illegal acts.

The PLUS program was designed to encourage mentoring relationships and small group participation. Here again, we know from published studies that mentoring matters in important and prosocial ways. The notion of building trust is obviously important in a peer community and was clearly prioritized within PLUS. The family focus component of PLUS connects again on a very personal level with participants. From creating a family environment within the program, to improving relations with family members outside of prison, PLUS communicates and reinforces the idea that family stability is vital to living a prosocial and crime-free life. As discussed earlier, incarceration takes a huge toll on families and breaking the cycle of generational incarceration is essential. PLUS is designed to play a key role in preventing children of prisoners from making bad decisions and being exposed to the criminal justice system and possibly ending up in prison.

Finally, but certainly not least, it is the element of community service, which PLUS founders understood to be a powerful vehicle for self-transformation. Recent studies confirm that offenders in drug treatment programs are significantly more likely to maintain sobriety if they get connected to God and serve others.⁴⁶ As expected, PLUS participants, who are required to do community service, were less likely to recidivate. PLUS facilitates this through an environment where faith is allowed to permeate each of the program's elements. We find the beneficial relationship between religion and prosocial outcomes – something PLUS facilitates – is not simply a function of religion's constraining influence or what it discourages (e.g., opposing drug use or criminal behavior), but also through what it encourages—promoting behaviors that can enhance purpose, well-being, or attainment of positive goals.

⁴⁶ Maria E. Pagano, Alexandra R. Wang, Briana M. Rowles, Matthew T. Lee, and Byron R. Johnson (2015). "Social Anxiety and Peer Helping in Adolescent Addiction Treatment," *Alcoholism, Clinical, and Experimental Research* 39: 887-895.

EXHIBIT 1: PLUS Core Curriculum Descriptions

1. ***The Spiritual Literacy Project: Reading the Sacred in Everyday Life.*** DVD series based on the book of the same name written by Frederic and Mary Ann Brussat. This series combines inspiring words, luscious visuals and emotionally vibrant music to create 26 meditative and soul-stirring half-hour films. Organized around an alphabet of 26 qualities for practicing spirituality, the series includes Attention, Beauty, Compassion, Devotion, Enthusiasm, Forgiveness, Gratitude, Hospitality, Imagination, Justness, Kindness, Love, Meaning, Nurturing, Openness, Play, Questing, Reverence, Shadow, Transformation, Unity, Vision, Wonder, X-The Mystery, You and Zeal. These spiritual qualities are reinforced with quotes from a wide spectrum of religious traditions and philosophic viewpoints making it suitable for faith-based or any tradition as well as character-based participants.
2. ***Houses of Healing: A Prisoner's Guide to Inner Power and Freedom,*** by Robin Casarjian, Published by Lionheart Press. Topics include Ways to experience freedom, even if behind bars; Guidance for healing your relationships with your family, friends and others; Simple yet powerful techniques for managing stress; Clear roadmaps to self-understanding; Entrance into a non-judging, welcoming spiritual life; and Greater personal power. Content deals with some spiritual practices but is neutral with respect to religion. Materials include the book, leader's manual, and DVD set.
3. ***Please Understand Me: Character & Temperament Types,*** by David Keirsey and Marilyn Bates. A leader's guide for presenting this material was developed by Doris Woodruff-Filbey and is contained within the PLUS Curriculum Manual. Offender participants do not need a copy of the book, but the leader should have one. The book and the workshop are based upon the Myers-Briggs Type Indicator. The point of the training is that people are different from each other, and that no amount of getting after them is going to change them. Nor is there any reason to change them, because the differences are probably good, not bad.
4. ***Safe People: How to Find Relationships That Are Good for You and Avoid Those That Aren't,*** by Dr. Henry Cloud and Dr. John Townsend. From the book jacket, "The wounds inflicted by an unsafe person can go deep. If you've ever been in a relationship where you were used, abused, or abandoned, this book is for you. It will help you make wise choices in relationships from friendship to romance. You'll discover why good people can get tangled in bad relationships. And you'll learn how to avoid repeating your own mistakes and how to pick safe, healthy people for the friends you make and the company you keep. Drs. Cloud and Townsend are clinical psychologists who share insights that will help you: correct things within you that jeopardize your relational security; learn the 20 traits of unsafe people; recognize what makes people trustworthy; avoid unhealthy relationships; form positive relationships; become a safe person yourself. These lessons are reinforced with sacred writings from the Christian tradition. The lessons could be taught without reference to the scriptures and utilized in the character-based track. The curriculum is in the form of a video kit which consists of a video, book and leader's guide.
5. ***Developing a Winning Attitude,*** by John C. Maxwell. In *The Winning Attitude* John Maxwell shares insights from real life experiences showing how to recognize and attain the winning attitude to overcome life's difficulties, win people over, and turn problems into opportunities.
6. ***The 7 Habits of Highly Effective People,*** by Stephen Covey. The 7 habits are Be proactive; Begin with the end in mind; Put first things first; Think win-win; Seek first to understand, then to be understood; Synergize; Sharpen the saw.

EXHIBIT 1: PLUS Core Curriculum Descriptions (cont.)**7. Parenting Education**

For Male Facilities: ***Inside Out Dad and/or 24/7 Dad***, a responsible fatherhood curriculum published by National Fatherhood Initiative (Male facilities only). For training and ordering information email: corrections@fatherhood.org or visit website: www.fatherhood.org.

For Female facilities: ***How to Be a Responsible Mother***, by Diane E. Stawar, M.A. and Terry L. Stawar, Ed.D. *How to Be a Responsible Mother* prepares the incarcerated offender for the challenges of being a mother on the inside while also readying them for the parenting challenges that await upon their return to the community. Topics discussed include: overcoming barriers to becoming a responsible mother, understanding child development, using positive discipline with your children, responsibilities of motherhood and other special issues. This workbook will help the offender to understand and accept the bond between themselves and their children. (2008, approx. 200 pages, 978-1-56991-300-0).

8. **Prevention and Relationship Enhancement Program (PREP)**, any one of several relationship skill programs developed by PREP, Inc. *PREP*, *Walking the Line*, or *Within My Reach* are all acceptable. Facilitators must be trained by PREP, Inc. See www.prepinc.com for product description, facilitator training and research information or email info@prepinc.com.
9. **Commitment to Change: Overcoming Errors in Thinking**, written by Stanton Saminow, Ph.D. and distributed by FMS Productions.
10. **Financial Literacy** PLUS participants are required to complete a financial literacy program. The most common is *Money Smart* a free program developed by the Federal Deposit Insurance Corporation.
11. **Orientation to PLUS Core Values**. An initial orientation and training class where participants are taught the five core values of Respect, Responsibility, Tolerance, Honesty and Compassion.
12. **Community Service** All PLUS participants must complete at least 320 hours of community service. This can be either to benefit the facility or the outside community.

ABOUT THE AUTHORS

Byron Johnson is Distinguished Professor of the Social Sciences at Baylor University. He is the founding director of the Baylor Institute for Studies of Religion (ISR) as well as director of the Program on Prosocial Behavior. Johnson has just completed a series of studies on Boy Scouts and Eagle Scouts and is launching a longitudinal study of Boy Scouts in collaboration with colleagues at Tufts University. Professor Johnson was the principal investigator on a recent project funded by the Department of Justice to produce a series of empirical studies on the role of religion in prosocial youth behavior. He is a former member of the Coordinating Council for Juvenile Justice and Delinquency Prevention (Presidential Appointment). A leading authority on the scientific study of religion, the efficacy of faith-based organizations, and criminal justice, Johnson's recent publications focus on the impact of faith-based programs on recidivism reduction and prisoner reentry, and is the emphasis of his book, *More God, Less Crime*. Before joining the faculty at Baylor University, Johnson directed research centers at Vanderbilt University and the University of Pennsylvania. He is the 2013 Big Brother of the Year for Big Brothers Big Sisters Lone Star of Texas.

William Wubbenhorst served a total of 13 years as a Senior Management Consultant and Return On Investment (ROI) Specialist for ICF International and Macro International. He also serves as a Non-Resident Fellow for the Institute for Studies of Religion (ISR) at Baylor University. Over the years, William Wubbenhorst has collaborated with professors from several prestigious academic institutions, including Baylor University, Boston University and Harvard University. He has published a variety of peer-reviewed journal publications and case studies. He co-authored *Demonstrating the Value of Social Service Programs: A Simplified Approach to Calculating Return on Investment* -- a peer-reviewed article, published in the *Foundation Journal* (September 2010). Mr. Wubbenhorst co-authored an article entitled: *Assessing the Effectiveness of the Violence Free Zone in Milwaukee Public Schools*, published in the *Journal of Knowledge and Best Practices in Juvenile Justice & Psychology* (2013). Additionally, two recent case studies were published through the Baylor Institute for Studies of Religion entitled: *Community Transformation in West Dallas: A Sustained Collective Between Churches* in 2012, and *Multi-State Mentoring Research: The Center for Neighborhood Enterprise's Violence-Free Zone (VFZ) Initiative*. Other recent Baylor ISR publications related to prisoner re-entry and recidivism include: *Recidivims Reduction and Return On Investment: An Empirical Assessment of the Prison Entrepreneurship Program* (2013), *Stronger Families, Stronger Society: An Analysis of the RIDGE Project, Inc.* (2014).

Sung Joon Jang is research professor of criminology and co-director of the Program on Prosocial Behavior in Institute for Studies of Religion at Baylor University. His research focuses on the effects of family, school, peers, religion, and community on crime and delinquency, including drug use. His latest research examines how religiosity not only protects an individual from the effects of strain and emotional distress on deviant coping behavior but also contributes to the process of desistance from crime among offenders. Professor Jang's studies have been published in journal of criminology, sociology, psychology, and social work.

Sumner Wubbenhorst is currently employed as a Technical Data Analyst for Social Capital Valuations, LLC (SCV) since 2014. He received acknowledgements in two previous research case studies published by Baylor University's Institute for Studies of Religion in 2014 and 2015: *Community Transformation in West Dallas* and *Multi-State Mentoring Research and The Center for Neighborhood Enterprise's Violence-Free Zone Initiative*. Mr. Wubbenhorst has also assisted SCV on program evaluations and Return On Investment (ROI) analyses for federally-funded Healthy Relationship and Family Strengthening programs, such as: *Community Marriage Works* (Indianapolis, IN), *Marriage Works! Ohio* (Dayton, OH) and *Anthem Strong Families* (Dallas, TX).



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