

**Implementation of Substance Abuse Treatment Pilots
Evaluations and Monitoring Requirements**

Progress Report

**Public Act 237 of 2000
Section 306(5)**

April 1, 2001

Michigan Department of Corrections

FY 2000/01 Appropriation Boilerplate - Progress on Implementation of Substance Abuse Treatment Pilot Programs

Public Act 237 of 2000, the appropriations act for the Michigan Department of Corrections requires that progress on implementation of substance abuse treatment pilot programs funded under the act be reported upon. Specifically the Act covers two pilot programs to report upon.

A. ...Continue to implement a minimum of 2 in-prison drug treatment programs, with at least 1 program being for male prisoners and 1 for female prisoners. Section 304.

The Michigan Department of Corrections currently has three In-Prison Residential Substance Abuse Treatment (RSAT) programs in operation.

1. Jackson Cooper Street Correctional Facility: Located in Jackson, Michigan, the prison has a 272 bed RSAT program contained in 2 housing units. Both units solely house RSAT participating offenders. The site provides a 6 month cognitive-based residential treatment program for secure level I, (minimum), males offenders with a diagnosed history of substance abuse or dependence. The program opened in January-1999.
2. Camp Branch Correctional Facility: Located in Coldwater, Michigan, the prison has one unit dedicated to housing a 100 bed RSAT program for level I, (minimum) female offenders in a 6 month cognitive-based residential treatment program. 60 of the 100 beds are designated for the primary RSAT program. The remaining 40 beds provide “step-down” treatment services to graduates of the program until their release from prison. This program is designed to treat female offenders with a diagnosed history of substance abuse or dependence. The program opened in October-1999.
3. Macomb Correctional Facility: Located in New Haven, Michigan, the prison has one unit dedicated to housing a 184 bed RSAT program for level II, (medium) security male offenders with a diagnosed history of substance abuse or dependence in a 9 month cognitive-based residential treatment program. 136 of the 184 beds are designated for the primary RSAT program. The remaining 48 beds provide “step-down” treatment services to graduates for the program until their release from prison. The program opened in January-2000.

Each of the three programs functions as a modified therapeutic community within a correctional setting. Each housing unit hosting an RSAT program only houses RSAT participating offenders and treatment services are delivered within the unit. Treatment services are a blend of cognitive re-structuring material, relapse prevention, and counseling oriented to the needs of the population.

Step-down services were built into the state pilot programs, whereby, graduates of the RSAT programs were allowed to remain in the unit after graduation to continue outpatient programming until parole. The incorporation of the step-down concept was adopted as a result of previous evaluation recommendations made of the Jackson Cooper Street program¹.

Funding The Jackson Cooper Street RSAT program is funded through a federal grant initiative. The Macomb and Camp Branch programs are funded through the State of Michigan. Both the Macomb and Branch programs are “pilots” which the state legislature required follow the federal RSAT model.

Progress on Implementation. The narrative will reference tables in the Michigan Department of Corrections, Annual Substance Report (attached) and covers program progress and activity for the past year on all 3 RSAT programs.

Application process

Improvements were made to the application/screening process. Based on evaluation recommendations that RSAT programming be provided to offenders just prior to their anticipated release, the Parole Board was consulted to help develop screening criteria to screen those applicants with a diagnosed history of substance abuse dependence with a good chance of release².

A Department-wide application and screening process was developed and incorporated into written policy³. Offenders, throughout the prison system are now routinely screened for participation in the in-prison RSAT program. Training was provided to Assistant Deputy Wardens throughout the state on this process. Postings for offenders describing the RSAT programs are made in applicable Level I and II facilities.

As Table 3 Annual Report indicates, the demand for services at the Cooper Street RSAT program remained strong, as there were 915 applications processed for the year ending 9/30/00 compared to 1,014 for the first year. The demand for services remains strong for the level II male offenders provided services at the Macomb site. There were 323 applications made to the program for the year since it opened in January-2000. Macomb reached 100% utilization of services of its 136 bed primary 9-month program in May-2000, (4 months after opening) and maintained an average of 96% for the remainder of the fiscal year. Camp Branch processed 169 applications for the year for their 100 bed program. The program reached 100% utilization of services of its 60 bed primary 6 month program in December-1999, (2 months

¹Austin, J., Dedel-Johnson, K, Naro, W., (2000). *Process Evaluation of the Michigan Department of Corrections' Residential Substance Abuse Treatment (RSAT) Program*. The Institute on Crime, Justice and Corrections at the George Washington University and the National Council on Crime and Delinquency, p. 43.

²*Ibid*, p. vi.

³Michigan Department of Corrections Operating Procedure 03.03.115-B “*Substance Abuse Assessment and Program Referral*”.

after opening), and maintained this through April-2000. The rate dropped off from May through September averaging only 74% during this period⁴. The lower utilization rates for Camp Branch during the second half of the year were, in part, due to the decrease in the applicant pool. Camp Branch's prison population lessened as plans began to convert this site to a male facility sometime in 2001. When the Florence Crane Facility converted to a male facility in December-1999, Camp Branch's second source of applications ceased, further lowering the applicant pool.

Future plans include transferring the Camp Branch RSAT program to the Western Wayne Correctional Facility, when females from Camp Branch are transferred there in 2001.

Admissions

The Cooper Street RSAT admitted 495 males in FY00. The Camp Branch admitted 124 females and Macomb RSAT admitted 155 level II males. In addition 38 females graduated the Camp Branch RSAT and were retained in the Step Down Unit. In all 812 offenders were treated by the 3 RSAT programs. (See Table 4, Annual Report)

Discharges

One of the improvements noted during this year was the rise in the success rates for the Cooper Street RSAT program. The Jackson Cooper Street program had a 72% successful completion rate in FY99, its first year. During FY00 the Cooper Street program improved that rate to 83.7%. This rise can be partially attributed to improvements in the application and screening process and work done with the Parole Board. The Parole Board received "progress reports" on each offender considered for parole and has required the completion of the program for those offenders already in the program who have been granted parole. This greatly enhanced the integrity of the program, as treatment and correctional staff perceived the value the Department placed on the program. The offenders, in turn, were given the message that maintaining good progress while in treatment was essential in being considered for release on parole.

The combined success rate for both Camp Branch and the Jackson Cooper Street program was 78%. (See Table 8, Annual Report.) The Macomb program graduated its first class in October-2000 and is not included in the statistic.

Drug Testing

All RSAT participants are required to submit to 2 random drug tests per month. In FY00, 9,359 tests were administered at the RSAT units of the 3 sites. Of these tests, only 10 were positive resulting in a 0.11% positive drug test rate. Camp Branch RSAT recorded no positives for the entire year.

Staff Development

Treatment staff from the 3 programs attended clinical in-service training coordinated within their respective

⁴Michigan Department of Corrections, *RSAT Federal Funded Residential Utilization Report (CFA)*, October, 2000.

programs. For FY 99/00, improvements were made requiring all current treatment staff and those newly hired to attend 80 hours of Departmental New Employee Training facilitated by the Department of Corrections. In addition to the 80 hours, Camp Branch treatment staff were required to complete 40 hours of Female Offender Training.

The training covered employee rules and regulations, airborne and blood-borne pathogens, general safety awareness, handling hazardous materials, custody and security, first aid, hostage awareness, mentally disordered prisoners, misconduct writing, gang awareness, professional conduct with prisoners and prisoner grievances.

Monthly and quarterly on-site staff meetings continue to occur involving the Wardens, MDOC prison administrative staff, treatment staff and Central Office staff.

Parole Agents, throughout the state, attended RSAT Aftercare Training. The training covered a program overview, statistics, and detailed their responsibilities relative to referring parolees to treatment, drug testing and monitoring.

Recent evaluation findings concluded that providing agents with the necessary training to refer RSAT graduates to community treatment, resulted in RSAT graduates being referred to treatment much sooner after their release from prison.⁵

Recidivism

The University of Michigan is conducting an independent evaluation of relapse and recidivism and is comparing the RSAT offenders who have been in the community 1 year to other similar populations. Until their report becomes available, the MDOC has reviewed its CMIS records on RSAT offenders with one year on parole after graduating from the RSAT. Table 6 of the Annual Report shows these preliminary figures. Of the 40 graduates who had been paroled 12 months, only 25% were classed as recidivists due to a return to prison, due to a parole violation or corrections center misconduct.

B. ...Continue to implement a pilot program aimed at reducing parolees and probationers prison admissions due to substance abuse technical violations and crimes. Section 305.

Field Operations Administration (FOA) has taken a zero tolerance approach to substance abuse in the development of the Short Terms Of Punishment (STOP)II program. By conducting frequent drug testing and applying a three day loss of liberty sanction for any evidence of drug use, FOA expects the program to have a significant impact on offender behavior.

During the implementation of STOP II there has been significant reductions in the positive testing rate. The

⁵ University of Michigan Substance Abuse Research Center, March, 2001

STOP II positive testing average is lower than 3%. This compares very favorably to the 20% positive testing average of non-STOP parolees. Now that more than 400 participants have graduated, sufficient data exists to begin reviewing program outcomes and make judgements about program effectiveness. The services of an independent evaluator have been secured to assist in that effort.

STOP II has a current enrollment of more than 1000 parolees. This program operates in Detroit, Pontiac, Grand Rapids, Flint, Muskegon, Kalamazoo and Adrian. A Federal grant is also being utilized to support programs in Saginaw, Muskegon, Battle Creek and Benton Harbor.

An additional effort includes the testing and treatment of probationers at the Wayne County William Dickerson Detention Facility. This program, which targets technical probation violators, has a treatment contractor in place to deliver the services which began with MDOC funding in July, 1999. Offenders from this program will have their recidivism reported upon similarly to the other pilot program RSAT offenders. Preliminary data indicate that during the FY00, the 22 beds addressed a target population of 170 men with a confirmed diagnosis of substance abuse. Each individual participated in 8-12 weeks of in-custody treatment. Case management services are provided and aftercare is provided to each eligible offender who completes the jail-based component. Early evaluation results suggest that the recidivism rates of the target population will be very low, suggesting a valuable model for preventing prison admissions.

C. The department shall contract with 1 or more independent third parties for evaluation of in prison programs, and programs provided through community placement or field programs. The evaluation shall measure the impact of alcohol and substance abuse with regard to cost and impact on prison admission, length of stay, jail utilization and offender relapse and recidivism. The evaluation of a program funded under section 219(6) of 1998 PA 321 shall be consistent with requirements contained in the federal residential substance abuse grant for that program. Evaluation of substance abuse treatment pilot programs funded under sections 304 and 305 of this act and sections 220 and 221 of 1998 PA321 shall be consistent with recommendations developed and agreed to under section 222 of 1998 PA 321, and shall be structured so as to allow the pilot programs funded under this act and under 1998 PA 321 to be compared with each other. Evaluations required by this section shall to the extent feasible compare offenders treated under those programs with other offenders of similar characteristics. Section 306 (3).

A contract to provide evaluation services was awarded by the Department of Management and Budget, to the University of Michigan Substance Abuse Research Center (UMSARC). UMSARC provides evaluation services for both RSAT pilots funded through state appropriation, (Camp Branch and Macomb) and also evaluates the pilot funded through the federal grant at the Cooper Street Correctional Facility. The University of Michigan evaluation is following the recommendations agreed to under PA321 of 1998 and has selected offender groups for evaluation that can be compared with each other and with persons who are similar to those for whom the department has provided substance abuse treatment. A summary of their first evaluation report was previously provided. Their second evaluation report is expected shortly.

D. The department shall develop agreements with 1 or more independent third parties for monitoring of implementation of substance abuse treatment pilot programs. Section 306 (4).

The University of Michigan Substance Abuse Research Center in 1998 was awarded a contract to monitor the implementation of the federally funded Cooper Street RSAT. Their first report on the implementation of the RSAT programs at Camp Branch and Macomb was contained within the Program Evaluation of Michigan Department of Corrections' Residential Substance Abuse Treatment (RSAT) report, March 1, 2000. The second year report is expected shortly.

The evaluation of the STOP II pilot program to reduce recidivism of parolees and probationers has been contracted to Social Programs Evaluators and Consultants as noted above.

Attachments

MDOC Substance Abuse Programs Section Annual Report FY 99/00, Michigan Department of Corrections, January, 2001