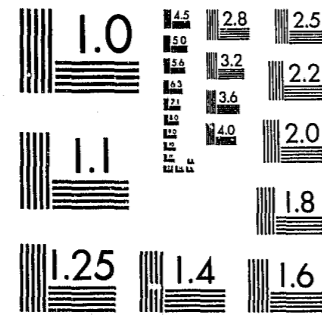


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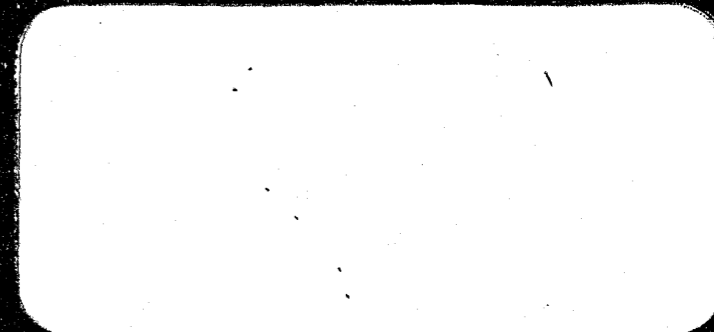
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of the
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444 Lafayette Road
St. Paul, Minnesota 55101

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by
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SCOTT COUNTY JAIL TREATMENT PROGRAM

U.S. Department of Justice 81447
National Institute of Justice

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ACQUISITIONS

EXECUTIVE SUMMARY

A. SUMMARY

This evaluation report provides a description of the Scott County Jail Treatment Program and includes an analysis of its service delivery costs, and goal attainment. This report covers the period from June 1, 1977, through July 31, 1979.

Of the program's three goals, sufficient data exist to evaluate only two of those goals. The Scott County Jail Treatment Program is meeting both of those goals.

B. FINDINGS

- Present program staff levels appear to bring the Scott County Jail in compliance with Minnesota Department of Corrections regulations regarding jail program staffing.
- Program clients averaged 18.3 hours of treatment and services which were provided by program staff. Thirty-eight program clients (65.5 percent) averaged an additional 26.8 hours of treatment and services which were provided by outside agencies. In all, 51.0 percent of treatment and services were provided by program staff, and 49.0 percent were provided by outside agencies. Chemical dependency treatment has received the most attention followed by education and employment services.
- Of those program clients who have been released for one year, 85.0 percent (17) were employed, attending school, or receiving vocational training full time. Since 91.7 percent (11) of those on community release were so involved one year after their release, the program is exceeding its goal of having 70 percent of the community release clients employed, attending school or receiving vocational training one year after their release.

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- Of those clients not having a high school education at jail intake, 30.8 percent (8) obtained their GED while incarcerated in the Scott County Jail.
- The program is meeting its goal of having 60 percent of those clients receiving chemical dependency programming continuing to receive such treatment one year after release from jail. Seven (63.6 percent) of such clients are continuing their chemical dependency treatment one year after their release.
- Eighteen (81.8 percent) of those "at risk" in the community for one year have not been reincarcerated in the Scott County Jail for a new conviction or a parole or probation violation.

C. RECOMMENDATION

Because the treatment program brings the Scott County Jail into compliance with Minnesota Department of Corrections regulations concerning jail program staffing, and because the program is making good progress in attaining its stated goals, we recommend that the Scott County Jail Treatment Program be refunded by the Scott County Board.

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I. INTRODUCTION

The Scott County Jail Treatment Program is a screening and treatment program developed for the purpose of providing jail programming to those individuals incarcerated in the Scott County Jail. This evaluation report of the Scott County Jail Treatment Program includes a description of the project's staff and structure, an analysis of service delivery, an assessment of the project's progress toward its stated goals, and an analysis of costs.

The Scott County Jail Treatment Program began operation on June 1, 1977, through funds provided by the Governor's Commission on Crime Prevention and Control as well as state and local matching funds.¹ The program began accepting clients on June 6. This evaluation report includes all data collected on clients who entered the program between its start-up date and July 31, 1979. Evaluation data were collected only on those who were incarcerated for 15 days or more. No evaluation data were collected on short-term clients because it was assumed that the treatment effect of the program on short-term clients would be minimal.

¹The Governor's Commission on Crime Prevention and Control was superseded on August 1, 1977, by a new state agency, the Crime Control Planning Board.

II. PROGRAM STAFF AND STRUCTURE

A. STAFF

The jail program staff includes one full-time employee who serves as the jail program coordinator. The coordinator is responsible for assessing prisoner needs and formulating adequate treatment plans. The coordinator is also responsible for developing release and in-jail programs, monitoring Huber release activities, and establishing and maintaining liaison with other community agencies in order to make appropriate referrals for jail program clients. Since June 1, 1978, the jail clerk/typist has performed the clerical duties for the jail program.

During the first 7 months of 1979, the Scott County Jail has averaged 19.7 inmates daily. For jails with less than 25 average daily population, the Minnesota Department of Corrections regulations require one staff person to provide educational, vocational, social and volunteer services either on a part-time or full-time basis.¹ The current level of treatment program staffing in the Scott County Jail appears to comply with current Minnesota Department of Corrections regulations regarding staffing for jail treatment programming.

B. STRUCTURE

The target population for the Scott County Jail Treatment Program are all those incarcerated in the Scott County Jail. Although all inmates may receive services from the jail treatment coordinator, only pretrial detainees who are expected to be incarcerated in the jail for a relatively

¹Minnesota Code of Agency Rules, Department of Corrections, p. 12.

long time and sentenced inmates are eligible to participate in the program. For those inmates who are eligible for the program and wish to participate, a treatment program is developed based on an assessment of their needs.

The degree of inmate participation is determined by the security level to which the inmate has been classified. This classification depends primarily on the severity of the crime, the inmate's legal status, and the length of the sentence. Maximum security clients are eligible only for religious and medical services. Medium security inmates are eligible for in-jail programs. Minimum security inmates are those to whom the courts have granted Huber privileges and, thereby, are eligible for both community release and in-jail programs.

The in-jail program includes educational activities such as GED preparation, participation in the "Right to Read" program, and business education classes; chemical dependency counseling by a certified chemical dependency counselor; and other types of individual counseling including domestic, financial, and employment counseling. Those inmates possessing severe emotional problems receive further evaluation from a qualified psychologist. The Scott County Jail Program also provides religious, medical and recreational services to all inmates. In addition, the in-jail library is available for all inmates as well as books provided by the Scott County Library services.

Community release permits prisoners to leave the jail for a specified period of time in order to work, attend school, or obtain professional counseling. The jail program coordinator assists those unemployed inmates sentenced to work release to find jobs. Those inmates interested

in additional education are aided by the coordinator in selecting an appropriate program and preparing the necessary forms for financial assistance. Treatment release is utilized when an inmate's problems cannot be adequately resolved by an in-jail program.

III. PROGRAM SERVICE DELIVERY

A. CLIENT FLOW

During the period under evaluation, from the program start-up date to July 31, 1979, 64 clients incarcerated in the Scott County Jail for 15 days or more entered the program. Fifty-eight clients have left the program as a result of being released from the jail. These fifty-eight clients averaged 69.3 days in the jail treatment program. These clients comprise not only an estimated 39.3 percent of the total number of inmates incarcerated for more than 14 days, but they also made up 30.1 percent of the jail's average daily population.¹

In addition, program records show that 103 inmates sentenced to less than 15 days in the jail have received treatment and services from the program. No data exist, however, concerning the extent to which short-term inmates have been involved in the jail program activities.

¹The total inmate population incarcerated for 15 days or more for the period under evaluation is estimated. The estimate is based on 1977 and 1978 data reported to the Minnesota Department of Corrections. The estimate was determined by finding the average monthly number of inmates incarcerated for more than 14 days and multiplying this by the 26 months covered in this evaluation report. Because the average daily population of the jail has been somewhat higher in 1979, the estimates of the percentage of inmates who are program clients is likely to be somewhat high.

B. DELIVERY OF SERVICES AND TREATMENT

The program has provided a variety of treatment and services to program clients. For those clients incarcerated for more than 14 days, the program staff maintained detailed records on the treatment and services provided. These data are summarized in Table 1.

TREATMENT PROVIDED	PROGRAM STAFF		OUTSIDE AGENCIES	
	Average Number of Hours	Number Served	Average Number of Hours	Number Served
Education counseling	9.1	23	6.3	17
Vocational training counseling	1.2	5	3.0	1
Employment services and counseling	4.9	38	1.8	7
Domestic relations counseling	1.6	6	0.0	0
Chemical dependency counseling	2.4	24	26.2	30
Individual and group counseling	10.0	58	5.9	9
Psychiatric testing	0.0	0	3.8	6
Legal advocacy	1.5	41	0.0	0
Other including medical and transportation	5.4	14	3.2	12
ALL TREATMENT	18.3	58	26.8	38

Program clients received an average of 18.3 hours of treatment and services which were provided by the jail treatment coordinator. Thirty-eight program clients also averaged an additional 26.8 hours of specialized treatment and services provided by outside agencies. In all, 51.0 percent of treatment and services were provided by program staff, while 49.0 percent were supplied by outside agencies. By far, chemical dependency has received the greatest amount of attention followed by education and employment. The jail program coordinator provided most of the

employment and educational services, while the efforts of outside agencies were concentrated on chemical dependency. The majority of the jail treatment coordinator's time fell into the general area of individual and group counseling.

IV. PROGRESS TOWARD GOAL ATTAINMENT

A. INTRODUCTION

Program goals provide the basis with which to evaluate program effectiveness. The goals for the Scott County Jail Treatment Program are:

1. Seventy percent of the Community Release clients will still be employed, attending school or receiving vocational training one year after their release from jail.
2. Sixty percent of clients receiving chemical dependency programming will still be participating in Alcohol/Drug treatment or counseling programs for at least one year after termination of the jail sentence.
3. Seventy-five percent of program clients will not be involved in new convictions or probation/parole revocation during the first year following release from the jail.

The analysis of progress toward stated goals will focus on these three general areas: employment and education, postprogram treatment of chemically dependent inmates, and client recidivism.

B. EMPLOYMENT AND EDUCATION

Assisting clients with employment problems and job placement as well as aiding those wishing to pursue an educational program are major elements in the Scott County Jail Treatment Program. Table 2 summarizes the education and employment activities of clients both just prior to jail intake

and release and again at release from jail and 12 months after release by describing their overall activity status. A client is considered "active full time" if he is enrolled full time in academic school (grades 1-12 or college) or full time in a vocational training program or if he is employed full time. A client is "active part time" if he is involved on a part-time basis in academic school (included GED courses) or in a vocational training program or if he is employed part time. A client is "inactive" if he is active neither full time nor part time.

ACTIVITY STATUS ^a	PERCENT AT INTAKE AND TERMINATION (N = 57)		PERCENT AT TERMINATION AND FOLLOW-UP (N = 20)	
	Intake	Termination ^b	Termination ^b	Follow-Up
Full time	61.4%	70.2%	70.0%	85.0%
Part time	7.0	5.3	5.0	0.0
Inactive	31.6	24.6	25.0	15.0
TOTAL	100.0%	100.0%	100.0%	100.0%

^aActivity includes employment or enrollment in an educational or vocational program. If a client is employed part time and enrolled in an educational program part time, the client is considered active full time.

^bThe percentages differ for the two columns labeled "termination" because they are based on different N's. The N is smaller in the second column because follow-up data do not exist for all terminated clients.

Table 2 shows an increase in full time activity for all program clients between jail intake and release and between release from jail and 12 months after release. Of those who have been released from the jail for one year, 85.0 percent (17) are active full time. The percentage active full time among those on community release is even higher than for the client population as a whole. Between jail intake and release those on

community release active full time increased from 73.2 percent (30) to 85.4 percent (35). For those on community release released from jail for one year or more, a slight decline occurred between release from jail and the 12 month follow-up. All 12 were active full time at release, while 11 (91.7 percent) were active full time at the 12 month follow-up. *The program, therefore, is exceeding its goal of having 70 percent of the community release clients employed, attending school, or receiving vocational training one year after their release from jail.*

In addition to providing employment and educational assistance to community release clients and job placement assistance to other clients, the jail treatment coordinator also encourages those clients without a high school education to pursue a GED while incarcerated. Of the 26 clients not having a high school education at jail intake, 8 (30.8 percent) obtained their GED while incarcerated in the Scott County Jail.

G. POSTPROGRAM TREATMENT OF CHEMICALLY DEPENDENT CLIENTS

Because most clients are incarcerated for relatively short periods of time, those who are receiving chemical dependency treatment will need to continue such treatment after they are released from the jail. Therefore, one of the program's goals is to have 60 percent of the clients who received chemical dependency programming continue to participate in drug or alcohol treatment programs one year after release from the jail. *Since 63.6 percent (7) of those receiving chemical dependency programming who have been released from jail for one year are continuing such treatment one year after release from the jail, the jail treatment program is meeting its goal for postprogram treatment of chemically dependent inmates.*

D. CLIENT RECIDIVISM WHILE "AT-RISK"

In addition to program goals relating to education, employment, and chemical dependency treatment, the program also has as a goal having 75 percent of its clients not involved in a new conviction or probation/parole revocation during the first year following release from the jail. Unfortunately complete recidivism data do not exist. Data do exist, however, on the rate of return of program clients to the Scott County Jail. For the program clients who have been released from the jail for one year and have been "at risk" in the community, 81.8 percent (18) have not returned to the Scott County Jail. Of the 4 who have been returned, 3 were returned for new convictions.

Undoubtedly the rate of recidivism for the program clients is somewhat higher than is the client return rate to the Scott County Jail. For example, clients convicted of offenses in other counties will not be incarcerated in the Scott County Jail. Furthermore, if clients are convicted of felonies in Scott County, they may be sentenced to state institutions rather than the county jail. Therefore, not only is it difficult to determine the actual rate of recidivism, but it is also difficult to estimate how much lower the jail return rate is compared with the recidivism rate.

V. COST ANALYSIS

During its first 26 months, the Scott County Jail Treatment Program has cost \$81, 477 to set up and operate.¹ Of this, equipment costs total

¹This figure is based on the total expenditures from the 1977 and 1978 grants, and the amount awarded to the program in the 1979 grant but prorated for the first 2 months of operation.

\$18,132. Table 3 containing the costs figures for the Scott County Jail Treatment Program is based on the total program costs minus the nonrecurring equipment costs.¹ Thus, the table represents the expected expenditure necessary to continue the jail treatment program at its present level of operation excluding future inflation.

TABLE 3 COST ANALYSIS OF THE SCOTT COUNTY JAIL TREATMENT PROGRAM	
<u>COST</u>	
<u>GROSS TOTAL COSTS^a</u>	\$63,345.00
Per Day	80.08
Per Incarcerated Offender	36.28
Per Incarcerated Offender Per Day	4.74
<u>NET TOTAL COSTS^b</u>	\$53,761.00
Per Day	67.97
Per Incarcerated Offender	29.93
Per Incarcerated Offender Per Day	4.03
^a Does not include nonrecurring equipment costs.	
^b Gross total costs minus additional revenue generated from increased use of work release.	

The table contains two sets of cost figures. The first set was completed using gross total costs, and then net total costs which are the gross total costs minus the revenue generated from the increase in the use of work release which occurred after the implementation of the jail

¹Normally such equipment costs are amortized across the equipment's expected service lifetime. However, these figures are only intended to represent the expected program expenditures in the short run. Therefore, equipment expenditures were excluded.

jail treatment program.¹ Although these latter calculations assume that the entire increase in the use of work release resulted from the establishment of the jail treatment program, as a practical matter, it is impossible to determine. Because work release was used infrequently in the Scott County Jail prior to the inception of the program and because the program coordinator is responsible for the operation of the work release program, it nevertheless seems reasonable that a substantial proportion of the increase did stem from the implementation of the jail treatment program.

The costs are broken down by costs per day, costs per offender, and costs per offender per day. Offenders were chosen as the basis for determining program costs rather than program clients for several reasons. The program's target population includes almost all incarcerated offenders. Because evaluation data includes only those incarcerated for more than 14 days, many others also receive treatment and services for whom no data are available. Furthermore, the responsibilities of the jail treatment coordinator include the monitoring and operation of the work release program. Many of the work releasees are not clients in the treatment program. Therefore, using offenders as the basis for computing program costs rather than clients appears to be a more useful way to estimate program costs.

¹The increase was determined by computing the expected revenue which would have been collected from work release had the jail program not been implemented from the actual revenue. This expected revenue from work release was the amount collected during the base year 1976 and prorated by the increase in the total jail population for each succeeding year. This assumes that work release would increase proportionately to the increase in the jail population. Where part of a year was involved, the figures were prorated accordingly.

As Table 3 shows the cost to continue to operate the program amounts to \$36.28 per incarcerated offender. Since the implementation of the jail treatment program, incarcerated offenders have averaged 7.4 days in the Scott County Jail. Thus, the cost of the program per incarcerated offender per day amount to \$4.74. If the additional revenue generated from the increase in the use of work release is subtracted from the total program costs, the program costs amount to \$29.93 per incarcerated offender and \$4.03 per incarcerated offender per day.

These cost estimates do not represent the total costs of the program. Rather, they represent only the costs to operate the program in the jail. No data exist to estimate the costs of providing the treatment to which some of the inmates have been referred outside the jail and paid for by Court Services or Social Services.

END