

# Residential Substance Abuse Treatment Program Closeout Report, January 2010–March 2012

*Prepared for:*

Bureau of Justice Assistance  
Room 3623  
810 7th Street NW  
Washington, DC 20531

*Prepared by:*

CSR, Incorporated  
Suite 1000  
2107 Wilson Blvd.  
Arlington, VA 22201  
[www.csrincorporated.com](http://www.csrincorporated.com)

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## OVERVIEW

The Residential Substance Abuse Treatment (RSAT) program was created to help States and units of local government develop, implement, and improve treatment programs in State and local correctional and detention facilities. It also helps them create and maintain community-based aftercare services for probationers and parolees.

Through the RSAT initiative, the Bureau of Justice Assistance (BJA) provides financial assistance, training, programmatic guidance, evaluation, and leadership to States and local communities that are interested in administering substance abuse treatment programs in their correctional facilities.

RSAT grants are awarded to all 50 U.S. States, the District of Columbia, and the 5 U.S. Territories—American Samoa, Guam, Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands. A State may use RSAT grant funds to support three types of programs: State and local correctional facility RSAT programs, jail-based treatment programs, and aftercare programs.

Based on analysis of the measures presented in this report, it was determined that the RSAT measures needed to be revised to more accurately capture the activities conducted by RSAT grantees. Along with the input of the training and technical assistance providers, Advocates for Human Potential, Inc., Treatment Alternatives for Safe Communities, and AdCare Criminal Justice Services, BJA and its contractor, CSR, Incorporated, developed new performance measures for RSAT grantees.

This document serves as a closeout report of the performance measure data reported by RSAT grantees for the past 2 years (January 2010–March 2012) and before reporting began on the revised RSAT measures began in April 2012.

This report was prepared by Sean Goliday, Ph.D. and Jimmy Steyee, CSR, Incorporated, under contract number GS-10F-0114L from the Bureau of Justice Assistance.

## INTRODUCTION

The Residential Substance Abuse Treatment (RSAT) Program was created in 1994 through passage of the Violent Crime Control and Law Enforcement Act. Administered by the Bureau of Justice Assistance (BJA), RSAT offers financial and technical assistance to States and territories who then allocate funds to various organizations statewide. Awards are made to units of state government and funds can be sub-awarded to units of local government and other treatment and service providers. RSAT programs are divided into two categories:

- Residential or jail-based treatment; and
- Aftercare support services.

Residential or jail-based programs provide services to offenders before their release. In these programs, offenders are usually housed apart from the general population. Aftercare programs are provided in community settings after offenders have been released. Most offenders receive services from RSAT programs for 6 to 12 months. RSAT programs provide substance abuse treatment and other services such as housing, education, and vocational assistance.

The reporting cohort of this analysis included a number of RSAT grantees and subgrantees funded in Federal fiscal years (FFY) 2002 to 2011.<sup>1,2</sup> The cohort includes residential/jail-based and aftercare programs.<sup>3</sup> Table 1 shows distribution of funds by FFY for those grantees/subgrantees reporting in the Performance Measurement Tool (PMT). As represented by the “N” values, most of the grantees reporting data are from FFY2005 onward. Since RSAT awards are formula-based and distributed to States annually, many of the awards are used across 4 or 5 years.

**Table 1. RSAT Funding by Federal Fiscal Year (Dollars)**

Federal Fiscal Year	Award Amounts (Dollars)
2002 (N=1 <sup>4</sup> )	\$ 6,801,978
2003 (N=2 <sup>5</sup> )	7,963,952
2005 (N=18)	14,509,987
2006 (N=54)	9,005,943
2007 (N=55)	9,258,756
2008 (N=58)	8,837,666
2009 (N=55)	9,697,555
2010 (N=55)	28,284,580
2011 (N=55)	22,817,755
Total	\$117,178,172

<sup>1</sup> No grantees from FFY2004 are included in the report, since none had reported in the Performance Measurement Tool (PMT).

<sup>2</sup> This report is based on PMT self-reported data.

<sup>3</sup> Grantees/subgrantees are not asked specifically how much was spent on residential/jail-based and aftercare programs. Thus, specific funding amounts for each category are not known.

<sup>4</sup> This sub-grantee was in the process of closing out their award during January–March 2010 reporting period.

<sup>5</sup> These two sub-grantees were in the process of closing out their awards during the January–March 2010 reporting period.

To fulfill reporting requirements of the Government Performance and Results Act (GPRA, P.L. 103-62), grantees were required to provide performance data measuring the results of their work. The descriptive analysis presented in this report is based on quarterly performance data submitted by grantees with open and active awards from January 2010 to March 2012 who reported using the Performance Measurement Tool (PMT).

This report is divided into two sections: Residential/Jail-based and Aftercare Grantees/Subgrantees. Each section describes the scope of work and presents performance data specific to grantees from that RSAT category. The quarterly performance data were aggregated to evaluate the overall result of the work for each category.

### Residential/Jail-based Grantees

Much of the work of Residential/Jail-based grantees/subgrantees focuses on providing substance abuse treatment services to offenders while they are still incarcerated. Some programs also enhance services by either providing individuals with increased services (i.e., housing and employment services) or by serving more individuals.

Table 2 displays the treatment provider and materials costs. As Table 2 shows, 89% of program costs are spent on substance abuse treatment provision, with 11% being spent on other costs. It is important to note the substantial range in treatment provider costs, from \$600 to \$737,611. It is unclear from the measure whether grantees/subgrantees reported on the annual cost, the quarterly cost, or the cost for the full-length program.

**Table 2. Provider and Materials Costs, and Number of Participants**

Reporting Period	Treatment Provider Cost	Additional Residential Material Cost	Participants Enrolled
Jan.–March 10 (N=123)	\$ 5,438,425	\$1,742,028	12,762
April–June 10 (N=126)	6,175,524	300,536	13,019
July–Sept. 10 (N=117)	5,254,657	434,922	12,689
Oct.–Dec. 10 (N=118)	5,456,934	387,206	14,651
Jan.–March 11 (N=121)	5,115,648	410,775	13,161
April–June 11 (N=129)	5,477,047	661,061	14,722
July–Sept. 11 (N=120)	4,925,071	762,591	14,147
Oct.–Dec. 11 (N=138)	7,517,485	812,715	13,991
Jan.–March 12 (N=140)	7,542,813	721,316	14,952
<b>Total</b>	<b>\$52,903,604</b>	<b>\$6,233,150</b>	<b>124,094</b>

Figure 1 shows the number of new participants receiving services, with a total of 46,455 during the last 2 years. Overall, the numbers have been fairly consistent across the reporting periods, and the number of new participants is not concentrated among several grantees/subgrantees.

**Figure 1. New Participants Receiving Services (Number)**

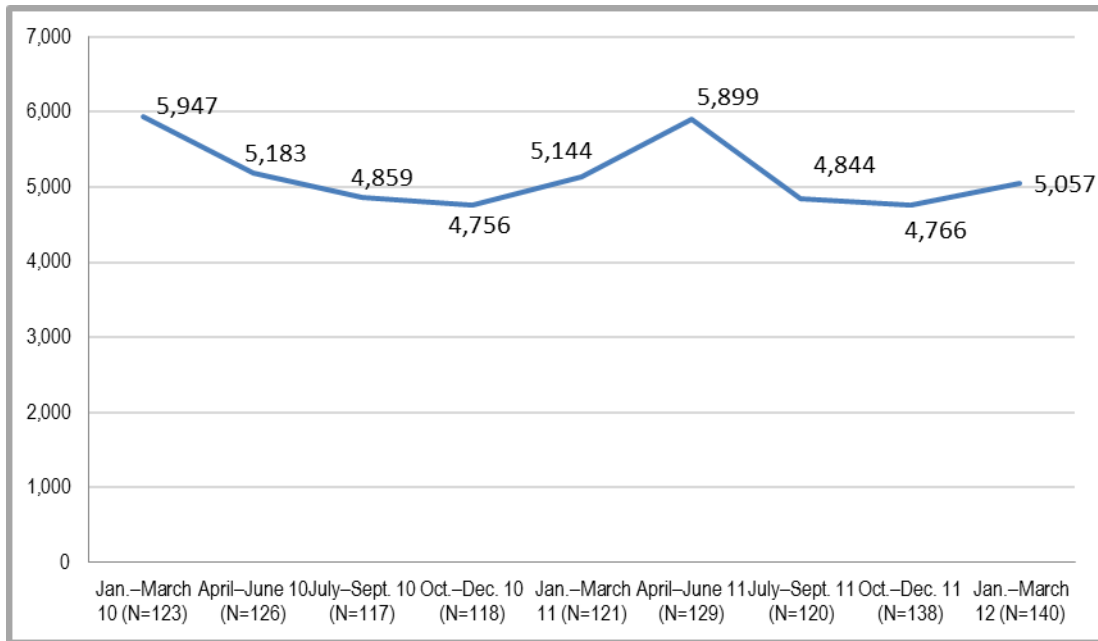


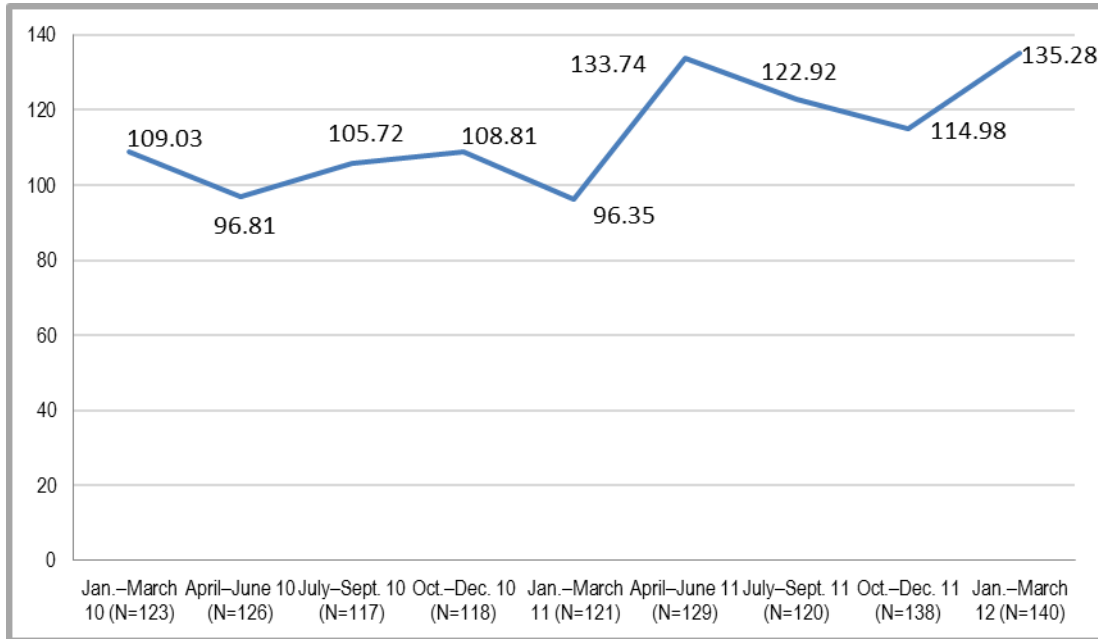
Table 3 displays the number of beds created and enhanced with BJA funding. The number of beds is a proxy for the number of RSAT slots available for participants. A total of 16,151 beds have been directly created with BJA funding and enhanced services were provided for an additional 71,536 people in treatment.

**Table 3. Beds Created and Enhanced with BJA Funding (Number)**

Reporting Period	Beds Created	Beds Enhanced	Total Beds Created and Enhanced
Jan.-March 10 (N=123)	1,708	7,122	8,830
April-June 10 (N=126)	1,088	6,661	7,749
July-Sept. 10 (N=117)	1,764	7,644	9,408
Oct.-Dec. 10 (N=118)	1,879	7,195	9,074
Jan.-March 11 (N=121)	1,770	6,072	7,842
April-June 11 (N=129)	1,536	7,210	8,746
July-Sept. 11 (N=120)	1,296	8,937	10,233
Oct.-Dec. 11 (N=138)	1,879	10,826	12,705
Jan.-March 12 (N=140)	3,231	9,869	13,100
<b>Total</b>	<b>16,151</b>	<b>71,536</b>	<b>87,687</b>

Figure 2 and Table 4 show the average length of stay for program completers, in days. The average number of days is higher in the last four reporting periods than in the first five. One reason may be that the same programs received funding and decided that participants would benefit from receiving services longer. Across the reporting periods, the average length of stay is 113.55 days.

**Figure 2. Average Length of Stay for Program Completers (Days)**

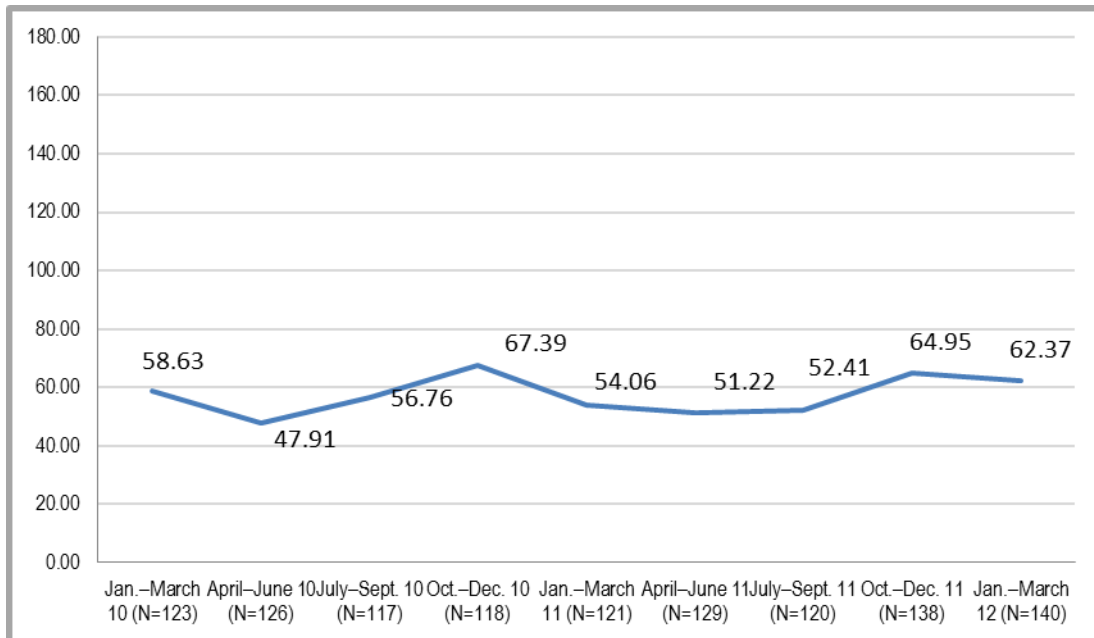


**Table 4. Average Length of Stay for Program Completers**

Reporting Period	Total Days Between Entry and Exit for Completers	Successful Completers	Average Length of Stay per Completer (Days)
Jan.–March 10 (N=123)	443,207	4,065	109.03
April–June 10 (N=126)	432,939	4,472	96.81
July–Sept. 10 (N=117)	350,469	3,315	105.72
Oct.–Dec. 10 (N=118)	342,416	3,147	108.81
Jan.–March 11 (N=121)	359,953	3,736	96.35
April–June 11 (N=129)	548,867	4,104	133.74
July–Sept. 11 (N=120)	410,308	3,338	122.92
Oct.–Dec. 11 (N=138)	423,111	3,680	114.98
Jan.–March 12 (N=140)	492,813	3,643	135.28
Total	3,804,083	33,500	113.55

Figure 3 and Table 5 show the average number of residential service days per offender. These numbers are based on all individuals receiving services, not just program completers. Across the reporting periods, the average length of residential program service is 57.19 days.

**Figure 3. Average Number of Residential Service Days per Offender**



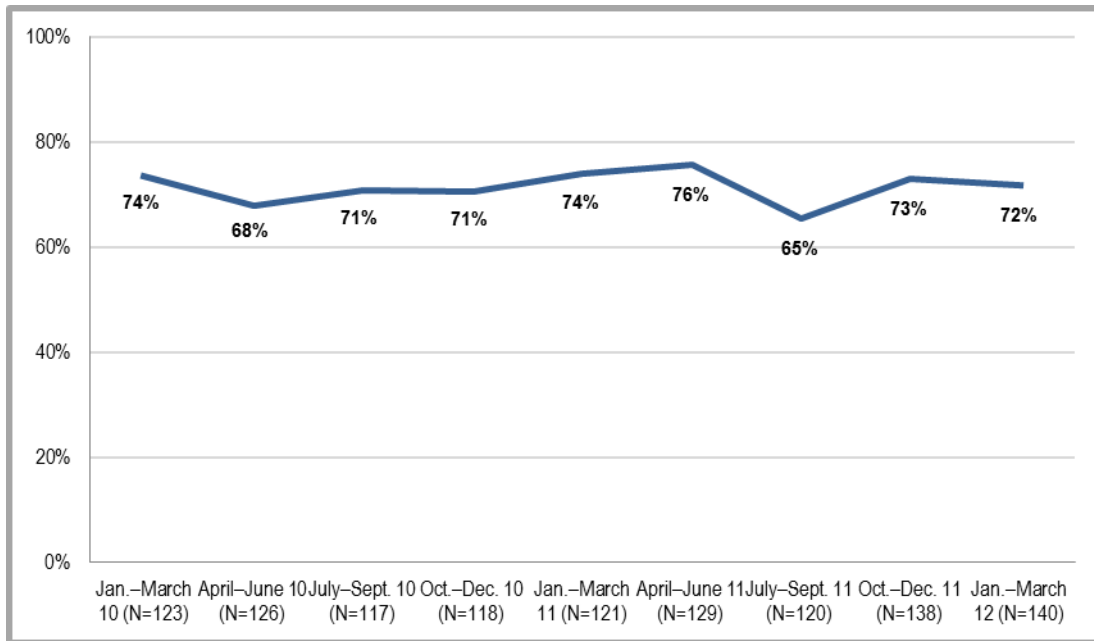
**Table 5. Average Number of Residential Service Days per Offender**

Reporting Period	Total Residential Service Days	Total Number of Offenders	Average Number of Residential Service Days per Offender
Jan.–March 10 (N=123)	756,325	12,900	58.63
April–June 10 (N=126)	599,404	12,512	47.91
July–Sept. 10 (N=117)	654,568	11,532	56.76
Oct.–Dec. 10 (N=118)	811,587	12,044	67.39
Jan.–March 11 (N=121)	696,464	12,882	54.06
April–June 11 (N=129)	749,366	14,631	51.22
July–Sept. 11 (N=120)	717,229	13,685	52.41
Oct.–Dec. 11 (N=138)	832,713	12,820	64.95
Jan.–March 12 (N=140)	875,296	14,034	62.37
Total	6,692,952	117,040	57.19

Figure 4 and Table 6 display the participant completion rates. Completion rates have been fairly consistent across the reporting periods, averaging 71%. Also, as Table 5 shows, more participants are terminated from a program than drop out. Reasons for termination are not provided by grantees/subgrantees. It is also important to note that during the reporting periods with large numbers of terminations (July–September 2011 and April–June 2010), several grantees accounted for 30%–40% of all terminations.



**Figure 4. Participant Completion Rate (Percent)**



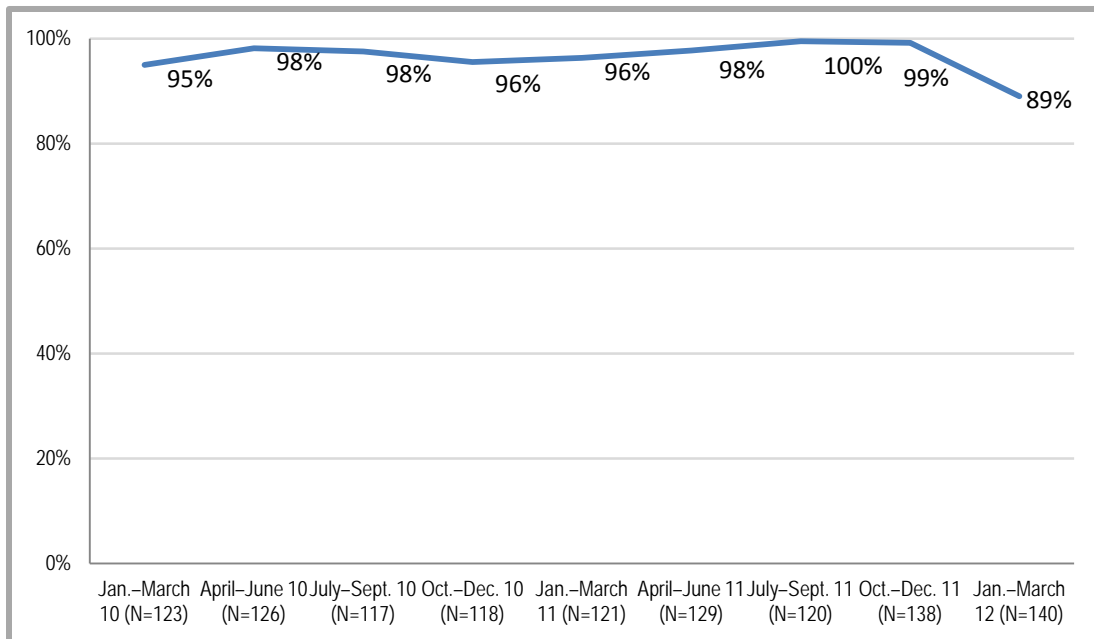
**Table 6. Participant Completion Rate (Successful Completers, Dropouts, or Terminations; Percent)**

Reporting Period	Successfully Completers	Dropouts	Terminations	Total Exits	Percent Successfully Completing Program
Jan.-March 10 (N=123)	3,975	576	847	5,398	74%
April-June 10 (N=126)	4,145	693	1,274	6,112	68
July-Sept. 10 (N=117)	3,172	432	875	4,479	71
Oct.-Dec. 10 (N=118)	3,097	561	728	4,386	71
Jan.-March 11 (N=121)	3,342	344	826	4,512	74
April-June 11 (N=129)	3,932	392	875	5,199	76
July-Sept. 11 (N=120)	3,346	409	1,355	5,110	65
Oct.-Dec. 11 (N=138)	3,472	561	728	4,761	73
Jan.-March 12 (N=140)	3,539	515	879	4,933	72
Total	32,020	4,483	8,387	44,890	71%

Figure 5 and Table 7 display the percentages of participants who completed the program and who are drug free. BJA requires that a state must also agree to implement or continue to require urinalysis or other proven reliable forms of testing, including both periodic and random testing—(1) of an individual before the individual enters a residential substance abuse treatment program and during the period in which the individual participates in the treatment program; and (2) of an individual released from a residential substance abuse treatment program if the individual remains in the custody of the state. Across the reporting periods, a significant percentage of participants consistently complete the program

drug free. The average across all reporting periods is 96%. It is important to note that these participants are incarcerated when they are receiving these services, and this may explain these results.

**Figure 5. Participants Completing Program Drug Free (Percent)**



**Table 7. Participants Completing Program Drug Free (Completers Taking and Passing Drug Tests; Percent)**

Reporting Period	Completers Passing Drug Test	Completers Taking Drug Test	Drug-Free
Jan.-March 10 (N=123)	3,711	3,907	95%
April-June 10 (N=126)	3,688	3,758	98
July-Sept. 10 (N=117)	2,726	2,795	98
Oct.-Dec. 10 (N=118)	2,864	2,998	96
Jan.-March 11 (N=121)	2,923	3,035	96
April-June 11 (N=129)	3,353	3,431	98
July-Sept. 11 (N=120)	2,991	3,006	100
Oct.-Dec. 11 (N=138)	3,031	3,055	99
Jan.-March 12 (N=140)	3,088	3,469	89
Total	28,375	29,454	96%

## Aftercare Grantees

Aftercare grantees/subgrantees provide services to individuals once they are released from incarceration. Most programs focus on participants remaining drug free and arrest free.

Table 8 shows treatment provider costs and the additional material costs with the number of enrolled participants, which fluctuates across the reporting periods. This may be due to the wording of the performance measures, which was unclear on whether annual or quarterly provider costs should be reported. Grantees/subgrantees seem to be split on whether they reported very high numbers (most likely annual costs) or very low numbers (most likely quarterly costs).

**Table 8. Provider and Materials Costs, and Number Enrolled**

Reporting Period	Treatment Provider Cost	Additional Material Cost	Number Participants Enrolled
Jan.–March 10 (N=21)	\$ 360,898	\$1,455,775 <sup>6</sup>	903
April–June 10 (N=21)	233,265	15,229	778
July–Sept. 10 (N=21)	442,006	10,250	915
Oct.–Dec. 10 (N=25)	557,967	21,926	1,172
Jan.–March 11 (N=22)	571,386	9,269	680
April–June 11 (N=26)	390,260	29,327	692
July–Sept. 11 (N=27)	270,520	26,081	548
Oct.–Dec. 11 (N=26)	459,154	45,036	654
Jan.–March 12 (N=32)	717,509	118,411	817
Total	\$4,002,965	\$1,731,304	7,159

Figure 6 shows the number of new participants receiving services. A total of 2,752 new participants received aftercare services. Grantees/subgrantees can be grouped into two categories: programs providing services to up to 15 participants, and programs providing services to 30 or more participants.

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<sup>6</sup> The majority (99%) of additional material costs in this reporting period are from one grantee. It appears annual materials costs were reported here.

**Figure 6. New Participants Receiving Services (Number)**

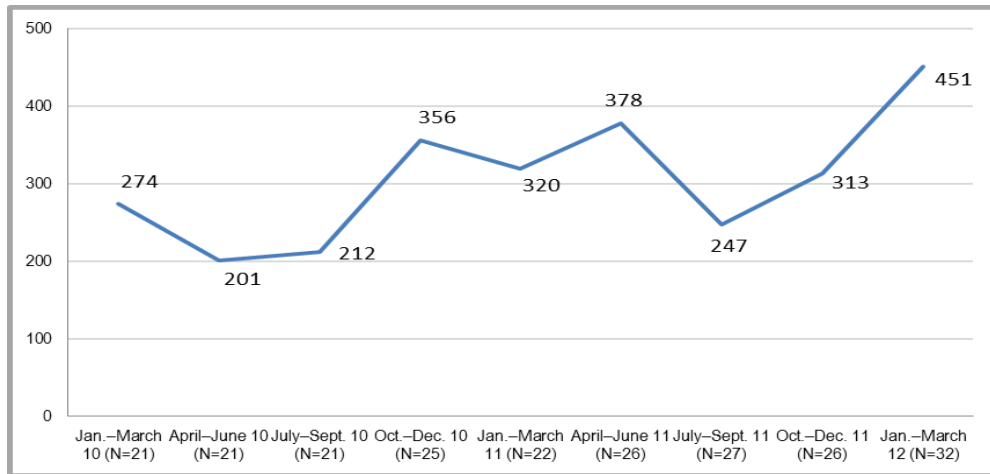
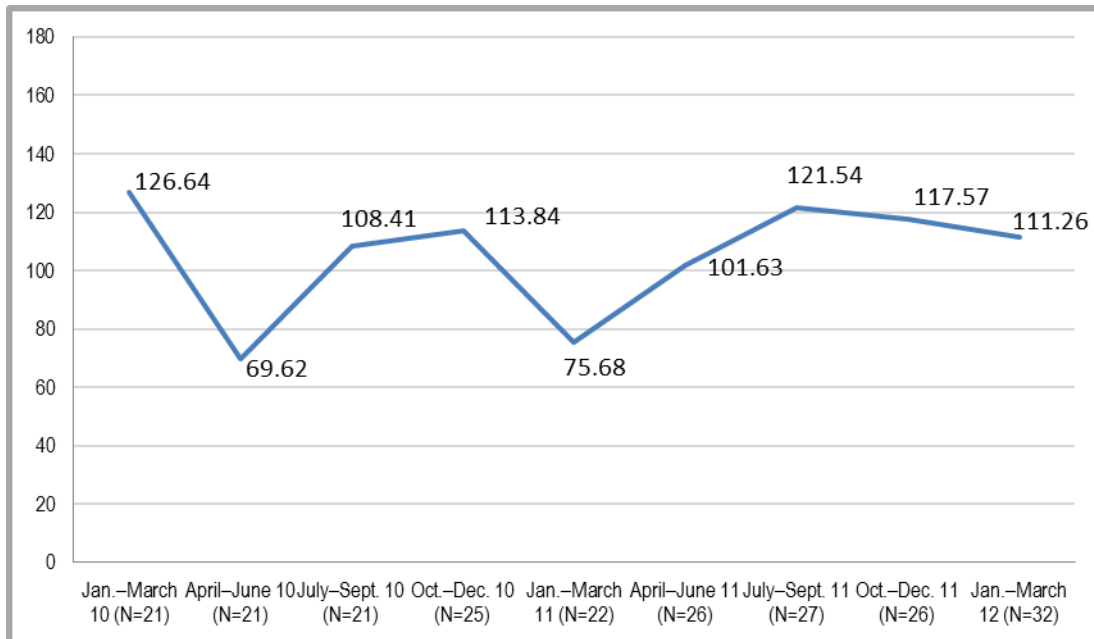


Figure 7 and Table 9 display the average length of stay for program completers, in days. The average length of stay fluctuated during the first five reporting periods; however, over the last four reporting periods, it seems to have stabilized.

**Figure 7. Average Length of Stay for Program Completers (Days)**

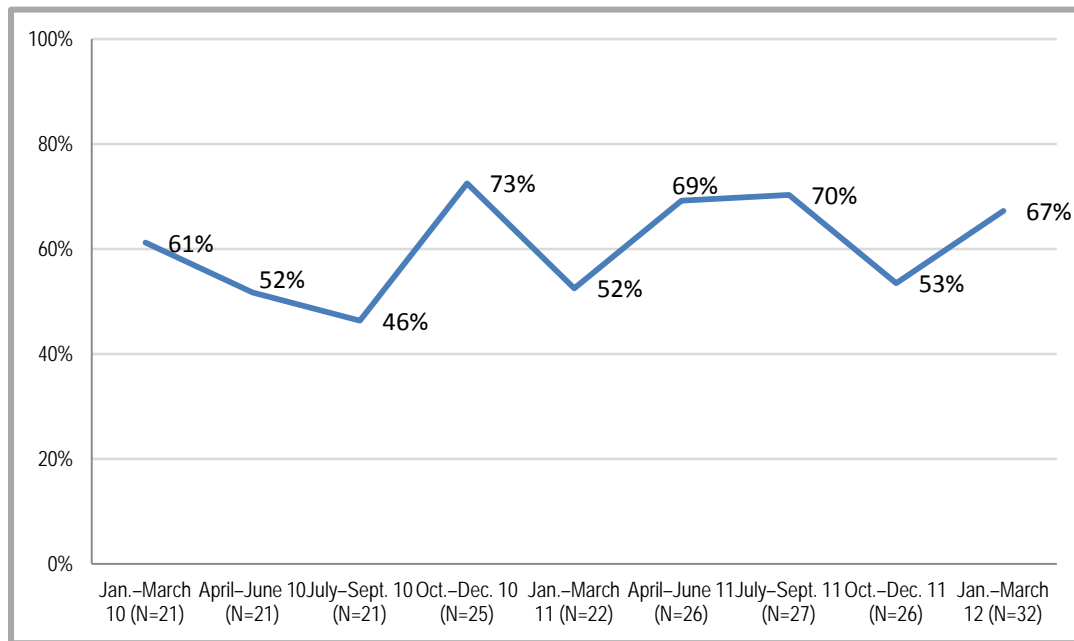


**Table 9. Average Length of Stay for Program Completers  
(Total Time in Program, and Total Completers; Days)**

Reporting Period	Total Days Between Entry and Exit for Completers	Successful Completers	Average Length of Stay per Completer
Jan.–March 10 (N=21)	14,184	112	126.64
April–June 10 (N=21)	7,380	106	69.62
July–Sept. 10 (N=21)	8,239	76	108.41
Oct.–Dec. 10 (N=25)	19,809	174	113.84
Jan.–March 11 (N=22)	10,368	137	75.68
April–June 11 (N=26)	12,094	119	101.63
July–Sept. 11 (N=27)	14,949	123	121.54
Oct.–Dec. 11 (N=26)	14,579	124	117.57
Jan.–March 12 (N=32)	13,463	121	111.26
Total	115,065	1,092	105.37

Figure 8 and Table 10 show completion rates for program participants. The average completion rate across the reporting periods is 60% but fluctuates. The number of terminations is also higher than the number of dropouts. Reasons for termination are not reported by grantees/subgrantees, but the data for terminations reveals that 3 to 5 grantees/subgrantees account for a large number of them. For example, during the January–March 2011 reporting period, 3 grantees accounted for 83% of all terminations (91 out of 109).

**Figure 8. Participant Completion Rate (Percent)**

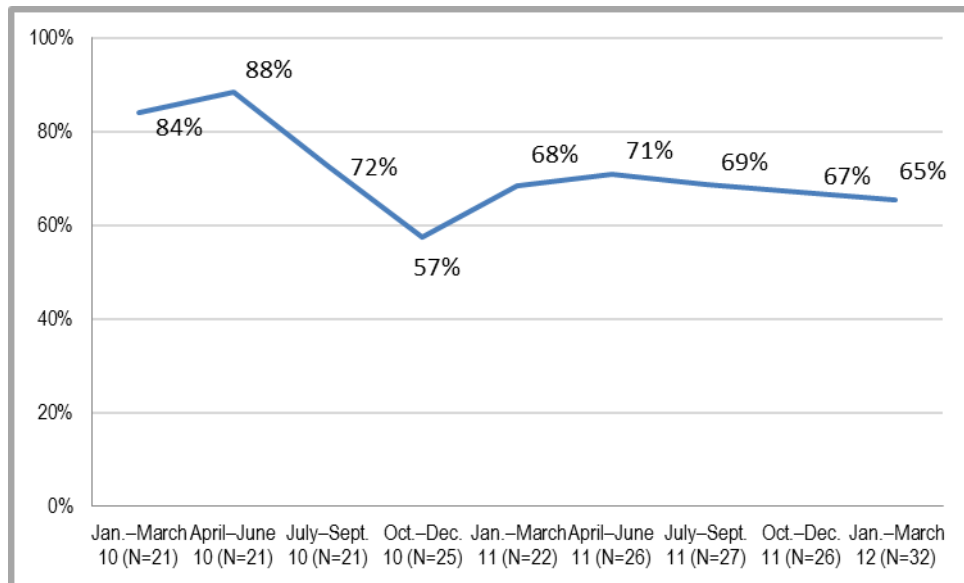


**Table 10. Participant Completion Rate  
(Successful Completers, Dropouts, or Terminations; Percent)**

Reporting Period	Successfully Completers	Dropouts	Terminations	Total Exits	Percent Successfully Completing Program
Jan.–March 10 (N=21)	112	34	37	183	61%
April–June 10 (N=21)	106	68	31	205	52
July–Sept. 10 (N=21)	76	23	65	164	46
Oct.–Dec. 10 (N=25)	174	35	31	240	73
Jan.–March 11 (N=22)	137	15	109	261	52
April–June 11 (N=26)	119	34	19	172	69
July–Sept. 11 (N=27)	123	21	31	175	70
Oct.–Dec. 11 (N=26)	124	36	72	232	53
Jan.–March 12 (N=32)	121	20	39	180	67
Total	1,092	286	434	1,812	60%

Figure 9 and Table 11 show the percentage of participants remaining arrest free 1 year after release. Across the reporting periods, this averaged 72%. The percentages fluctuated during the first four reporting periods but stabilized during the last five. The percentage of arrest-free individuals is promising. However, grantees/subgrantees are not asked to report on how they track participants for arrests, so these numbers should be interpreted cautiously.<sup>7</sup>

**Figure 9. Participants Remaining Arrest Free 1 Year After Release (Percent)**



<sup>7</sup> Grantees/subgrantees also report on arrests during program participation and drug presence at program completion. The percentages for these two performance measures were over 100% for most of the reporting periods and thus are not included in the report.

**Table 11. Participants Remaining Arrest Free 1 Year After Release  
 (Tracked and Arrest-Free Participants; Percent)**

Reporting Period	Participants Tracked 1 Year After Release	Participants Arrest Free 1 Year After Release	Percent of Participants Arrest Free 1 Year After Release
Jan.–March 10 (N=21)	268	225	84%
April–June 10 (N=21)	474	419	88
July–Sept. 10 (N=21)	236	171	72
Oct.–Dec. 10 (N=25)	362	208	57
Jan.–March 11 (N=22)	311	213	68
April–June 11 (N=26)	280	199	71
July–Sept. 11 (N=27)	287	197	69
Oct.–Dec. 11 (N=26)	490	329	67
Jan.–March 12 (N=32)	335	219	65
Total	3,043	2,180	72%

## CONCLUSION

Between January 2010 and March 2012, Residential Substance Abuse Treatment Program grantees/subgrantees noted the following accomplishments:

- Admitting 46,455 new participants into residential/jail-based treatment program;
- Achieving a 71% completion rate for residential/jail-based participants;
- Admitting 2,752 new participants into aftercare programs;
- Attaining a 60% completion rate for aftercare participants; and
- Achieving a 72% arrest-free rate for participants 1 year after release.