

Program Performance Report

Residential Substance Abuse Treatment (RSAT) Program

April–September 2012



BJA
Bureau of Justice Assistance
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Residential Substance Abuse Treatment (RSAT) Program: April–September 2012

Program Performance Report

The Residential Substance Abuse Treatment (RSAT) program, administered through the Bureau of Justice Assistance (BJA), 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. Prison- and jail-based (residential) 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. RSAT programs provide substance abuse treatment and other services such as housing, education, and vocational assistance.

RSAT grants are awarded to all 50 states, the District of Columbia, and the 5 U.S. Territories—American Samoa, Guam, the Northern Mariana Islands, Puerto Rico, and the U.S. Virgin Islands (collectively referred to as states). States may use RSAT grant funds to support three types of programs: state and local correctional facility RSAT programs (prison-based), jail-based treatment programs, and aftercare programs. State grantees typically subaward funds to local and state correctional facilities and treatment programs. Grantees are responsible for ensuring subrecipients enter performance data into the Performance Measurement Tool (PMT).

This Program Performance Report (PPR) is divided into two sections: 1) jail- and prison-based programs, and 2) aftercare programs. The following is based on self-reported data from grantees and subrecipients for the April–June and July–September 2012 quarters that have active awards.

Table 1. Jail-Based, Prison-Based, and Aftercare Awards and Subawards, April–September 2012

| | Reporting Period | Total Awards/ Subawards (N) | Completed PMT Reports N (%) |
|-------------------------------|------------------|-----------------------------------|-----------------------------------|
| Jail-Based Awards/Subawards | April–June 2012 | 92 | 89 (97%) |
| | July–Sept. 2012 | 96 | 95 (99) |
| Prison-Based Awards/Subawards | April–June 2012 | 111 | 100 (90) |
| | July–Sept. 2012 | 113 | 106 (94) |
| Aftercare Awards/Subawards | April–June 2012 | 35 | 31 (89) |
| | July–Sept. 2012 | 33 | 29 (88) |

Table 1 shows the number of jail-based, prison-based, and aftercare awards and subawards that were active and completed reporting requirements in the PMT.

- Almost 90% of all grantees and subrecipients reported in the PMT for both quarters.

Program- and Participant-Level Key Measures for Jail- and Prison-Based Programs

In July–September 2012, 132 out of 209 (63%) prison- and jail-based grants and subgrants in 49 states were active. An active award means that grantees executed program activities outlined in their application and spent award funds during the quarter(s) for which they are reporting. Awards are made in the fiscal year of the appropriation and may be expended during the following 3 to 4 years. This section represents those programs that are using BJA RSAT funds in April–September 2012 and may not be representative of all prison- and jail-based RSAT programs.

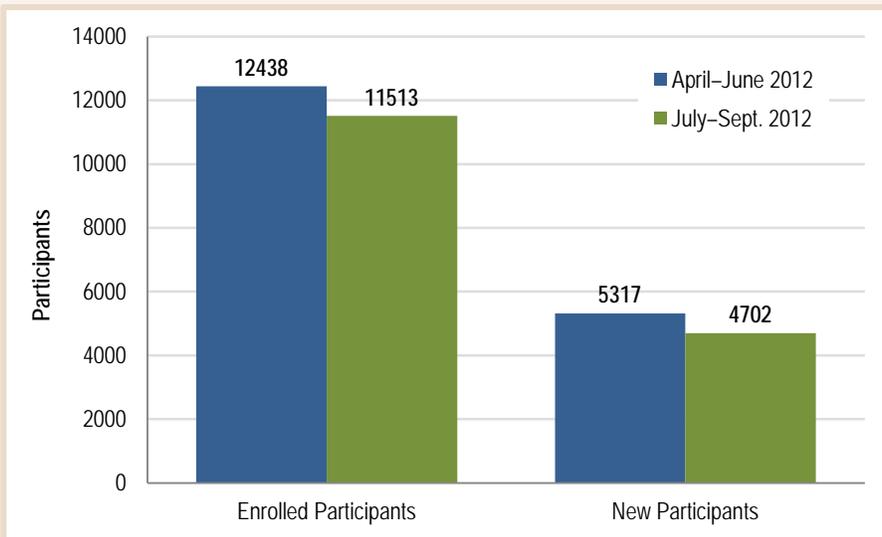
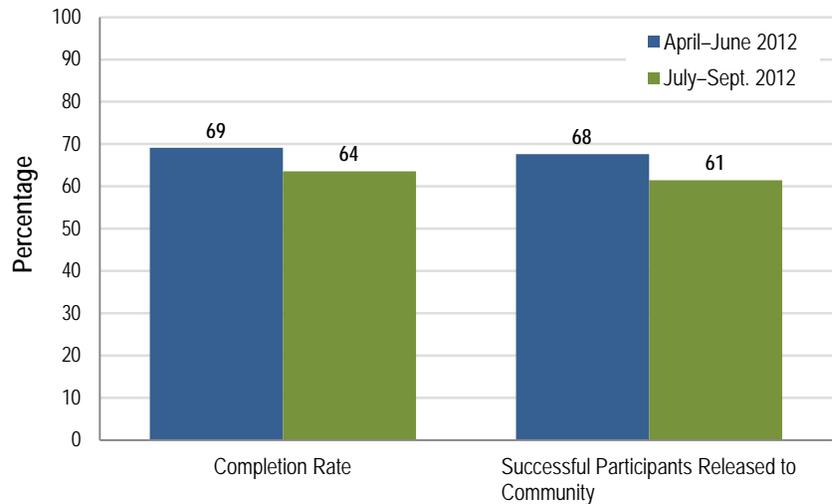


Figure 1. Total Participants Enrolled, and Newly Enrolled Participants

The total number of program participants dipped slightly (7%) over the two quarters examined. This is partially due to a decrease in the number of new participants admitted to the jail- and prison-based programs during the July–September 2012 quarter. About 41% of program participants are new. In July–September 2012, almost twice as many participants were in prison based-programs (7,936) as in jail based-programs (3,566).

Figure 2. Participants Completing the Jail- or Prison- Based Program and Released

Over 60% of participants in the jail- and prison-based RSAT programs completed all program requirements. The program completion rate varied slightly from 69% in April–June 2012 quarter to 64% in the July–September 2012 quarter. The overall completion rate is 66%. Over 60% of participants who successfully completed the program have been released from incarceration.



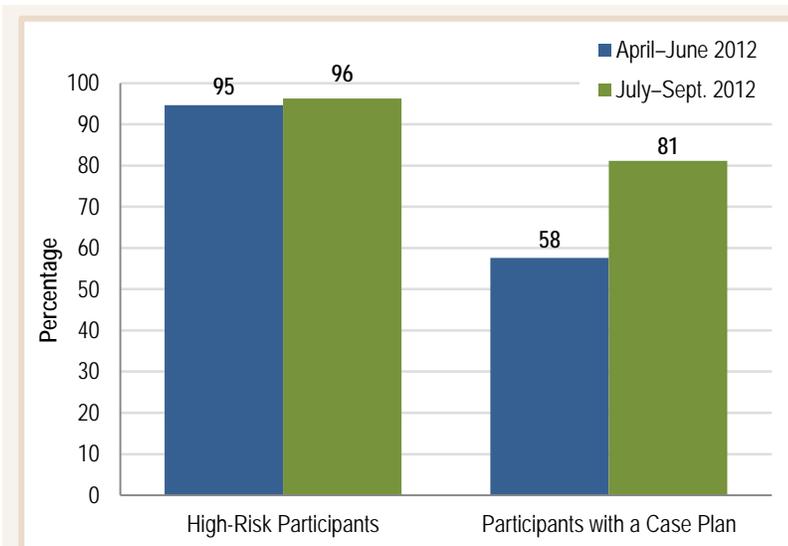


Figure 3. Participants with High Criminogenic Risks and Substance Abuse Treatment Needs, and Newly Admitted Participants with Case Plan

Over 95% of program participants who were assessed using a risk and needs assessment instrument exhibited high criminogenic risks and high substance abuse treatment needs. More assessments were completed than participants who were newly enrolled during April–September 2012. The primary reasons for this include but are not limited to the following: participants were assessed who had been admitted in previous quarters; some grantees are reporting assessments that are completed as part of their initial screening process; and some grantees are

completing assessments with funds other than from RSAT, which they are not required to report on. BJA will more clearly define this measure and work with grantees and subrecipients to clarify the intent of this question.

The percentage of newly admitted participants with an individualized treatment plan (case plan) increased from 58% in the April–June 2012 quarter to 81% in the July–September 2012 quarter. The increase is primarily attributable to a greater understanding among recipients on how to collect and report this data.

Figure 4. Services Provided Using BJA Funds (%): April–September 2012

Of all the units of services paid for with BJA RSAT funds, substance abuse treatment services (33%) and cognitive and behavioral treatment services (29%) are most common. Generally, participants receive more than one type of service while in the program, and all receive substance abuse treatment services spanning multiple quarters. Cognitive behavioral services include interventions that address criminal thinking and antisocial behaviors.

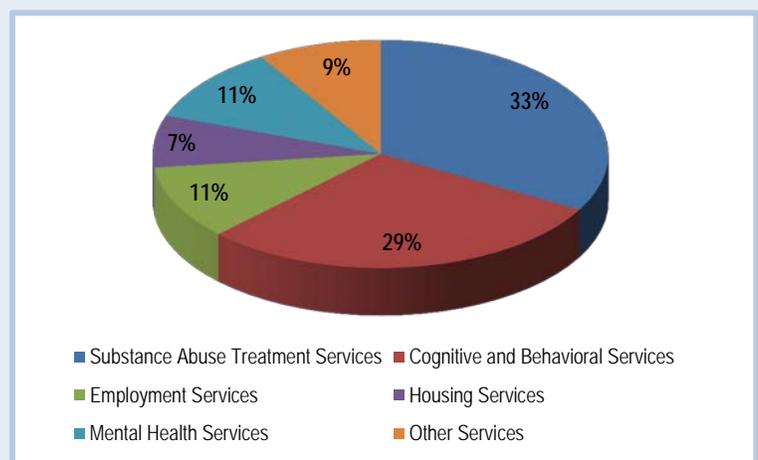


Table 2. Alcohol and Illegal Substance Testing

| Alcohol and Illegal Substance Testing | April–June 2012 | July–Sept. 2012 | Total |
|---|-----------------|-----------------|-------|
| Number of Participants with Positive Test (N) | 274 | 211 | 485 |
| Number of Participants Tested (N) | 7234 | 6207 | 13441 |
| Participants Testing Positive (%) | 4 | 3 | 4 |

Table 2 shows the number of program participants tested for alcohol and illegal substances.

- In total, 13,441 program participants were tested, which represent about 50% of the enrolled population each quarter.
- Only about 4% of those tested showed illegal substance and/or alcohol use.
- The low level of substance use is expected, given that this population is incarcerated in jails or prisons and the availability of alcohol and illegal substances is restricted, although available through illicit means.

Table 3. Successful and Unsuccessful Completion Time Frames, and Reasons for Not Completing Program

| | Jail-Based Programs | | Prison-Based Programs | |
|---|----------------------|-------------|-----------------------|-------------|
| Participants Who Completed Program: Time Frame | April–Sept. 2012 (N) | % | April–Sept. 2012 (N) | % |
| 0 to 3 Months | 1046 | 38 | 308 | 7 |
| 4 to 6 Months | 1357 | 49 | 1634 | 39 |
| 7 to 9 Months | 277 | 10 | 1541 | 37 |
| 10 or More Months | 63 | 2 | 681 | 16 |
| Total | 2743 | 100% | 4164 | 100% |
| Participants Who Did Not Complete Program: Time Frame | April–Sept. 2012 (N) | % | April–Sept. 2012 (N) | % |
| 0 to 3 Months | 777 | 74 | 1371 | 57 |
| 4 to 6 Months | 243 | 23 | 750 | 31 |
| 7 to 9 Months | 25 | 2 | 200 | 8 |
| 10 or More Months | 6 | 1 | 105 | 4 |
| Total | 1051 | 100% | 2426 | 100% |
| Participants Who Did Not Complete Program: Reasons | April–Sept. 2012 (N) | % | April–Sept. 2012 (N) | % |
| Termination for a New Charge | 52 | 5 | 29 | 2 |
| Release or Transfer to Another Facility | 187 | 18 | 492 | 26 |
| Death or Serious Illness | 19 | 2 | 46 | 2 |
| Voluntary Drop Out | 278 | 26 | 267 | 14 |
| Failure to Meet Program Requirements | 181 | 17 | 504 | 27 |
| Violation of Institutional Rules | 302 | 29 | 897 | 48 |
| Other | 32 | 3 | 193 | 10 |
| Total | 1051 | 100% | 1861 | 100% |

As previously reported, about 66% of jail- and prison-based program participants successfully completed the program in April–September 2012. Table 3 shows the time frames during which jail- and prison-based program participants exited the program (both successfully and unsuccessfully). It also shows the reasons why participants exited the program unsuccessfully.

- For **prison-based** programs, 76% of participants who completed the program did so in 4 to 9 months. Generally, prison-based participation should be limited to inmates with 6 to 12 months remaining in their confinement. This is so they can be released from incarceration instead of being returned to the general prison population following program completion.
- For **jail-based** programs, 87% of participants who completed the program did so in the first 6 months. Jail-based programs require at least 3 months of treatment programming.
- Of those participants who did not complete the **prison-based** program, 57% exited in the first 3 months, compared with 74% of those in the jail-based program.
- The most common reason given for participants exiting the program without completing all the requirements is a violation of institutional rules (34% overall), followed by failure to meet program requirements (20% overall) and release or transfer to another facility (20% overall).
- When looking at this by program type, 48% of **prison-based** program participants unsuccessfully exit the program because of a violation of institutional rules, compared with 29% of those participants in **jail-based** programs; 26% of **jail-based** program participants voluntarily drop out, compared with only 14% for **prison-based** programs.

The differences between the jail-based and prison-based RSAT programs are worth noting; however, they are based on only two quarters of data for a subset of jail- and prison-based programs using BJA funds. These findings may not be generalizable to all prison- and jail-based RSAT programs.

Program- and Participant-Level Key Measures for Aftercare Programs

The authorization allows for creating and maintaining community-based aftercare services for offenders. “States may use up to 10 percent of their total RSAT award for treatment of parolees for up to 1 year after they have been released from a correctional facility.”¹ Aftercare services involve the coordination between correctional treatment programs and other social service and rehabilitation programs, such as education and job training, parole supervision, halfway houses, self-help, and peer group programs.

In July–September 2012, 24 out of 33 (73%) subrecipients in 8 states (i.e., correctional facilities) have active aftercare programs. An active award means that grantees executed program activities outlined in their application and spent award funds during the quarter(s) for which they are reporting. Awards are made in the fiscal year of the appropriation and may be expended during the following 3 to 4 years. This section represents those programs that are using BJA RSAT funds during April–September 2012 and may not be representative of all aftercare programs.

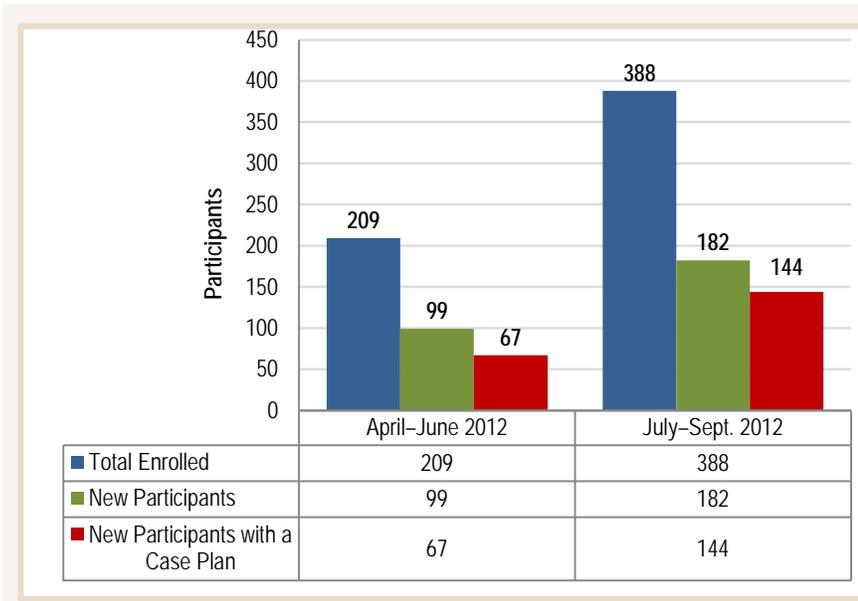


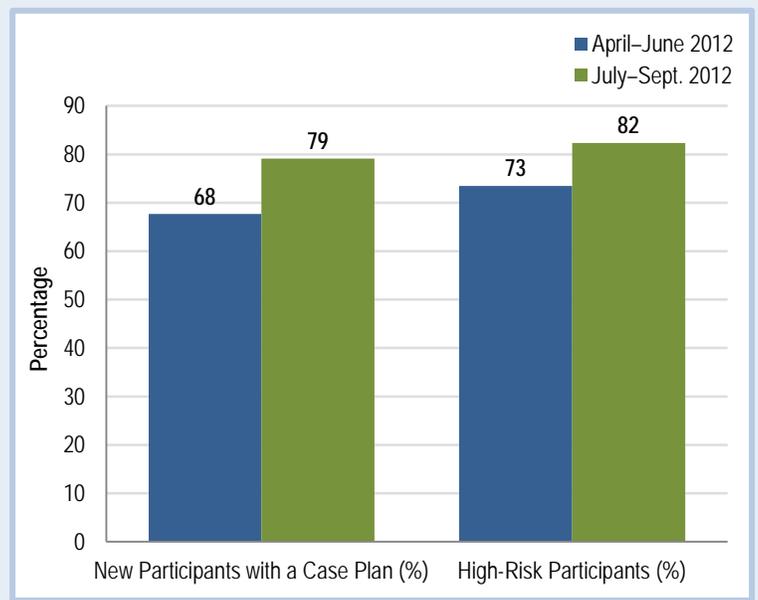
Figure 5. Enrolled Participants, New Participants, and New Participants with a Case Plan

The number of participants enrolled in aftercare programs increased by 85% during the July–September 2012 quarter compared with the previous quarter. The number of new participants also almost doubled, from 99 to 182. The number of new participants with a continuity of care arrangement or reentry/transitional plan (case plan) more than doubled, from 67 to 144. The increases in Figure 5 are attributable to an increase in the number of operational aftercare programs from 19 in April–June 2012 to 24 in July–September 2012.

Figure 6. New Participants with a Case Plan, and High-Risk Participants

The percentage of new participants with a case plan increased from 68% during the April–June 2012 quarter to 79% in the next. The increase in case planning is primarily attributable to a larger number of new grantees conducting case planning than did not do so in the first quarter.

The percentage of high-risk participants receiving aftercare services also increased in July–September 2012 compared with the previous quarter, rising from 73% to 82%. About 40% of the total enrolled population were assessed in the April–June 2012 quarter, and about 66% of enrolled participants were assessed during the subsequent quarter.



¹ Bureau of Justice Assistance. (2005). *Program update: Residential Substance Abuse Treatment for State Prisoners (RSAT) program*. (Publication No. NCJ 206269.) Washington DC: Author.

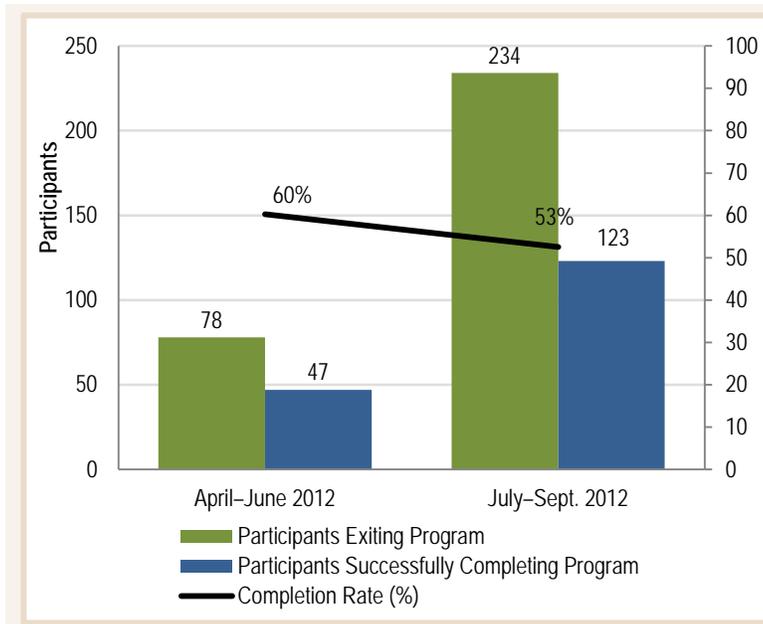


Figure 7. Participants Successfully Completing the Aftercare Program or Exiting the Program, and Completion Rate (%)

The number of participants exiting aftercare programs increased significantly (200%) during the July–September 2012 quarter compared with the previous quarter. The number of participants who successfully exited the aftercare program also increased significantly (162%). However, successful exits did not keep pace with unsuccessful exits, leading to a slight decrease in the program completion rate from 60% to 53%. The overall completion rate in April–September 2012 was 54%. The increases in Figure 7 are attributable to an increase in the number of operational aftercare programs from 19 in April–June 2012 to 24 in July–September 2012.

Figure 8. Services Provided Using BJA Grant Funds, April–September 2012

Of all the units of services paid for with BJA RSAT funds, substance abuse treatment services (27%), cognitive and behavioral treatment services (24%), and employment services (21%) are most common. Generally, aftercare participants receive more than one type of service while in the program, and all receive substance abuse treatment services spanning multiple quarters.

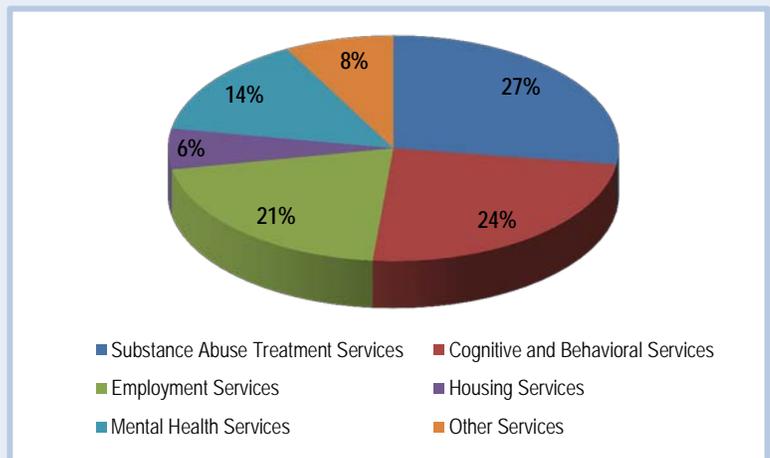


Table 4. Alcohol and Illegal Substance Testing

| Alcohol and Illegal Substance Testing | April–June 2012 | July–Sept. 2012 | Total |
|---|-----------------|-----------------|-------|
| Number of Participants with Positive Test (N) | 25 | 61 | 86 |
| Number of Participants Tested (N) | 140 | 270 | 410 |
| Participants Testing Positive (Percent) | 18% | 23% | 21% |

Table 4 shows the number of aftercare program participants tested for alcohol and illegal substances.

- Over the two reporting periods, 410 program participants were tested, and 21% of those tested positive for illegal substance(s) and/or alcohol.

Table 5. Successful and Unsuccessful Completion Time Frames, and Reasons for Not Completing Aftercare Program

| Participants Who Completed Program: Time Frame | April–June 2012 | | July–Sept. 2012 | |
|---|-----------------|-------------|-----------------|-------------|
| | N | % | N | % |
| 0 to 3 Months | 18 | 22 | 26 | 29 |
| 4 to 6 Months | 29 | 36 | 41 | 46 |
| 7 to 9 Months | 21 | 26 | 19 | 21 |
| 10 or More Months | 13 | 16 | 3 | 3 |
| Total | 81 | 100% | 89 | 100% |
| Participants Who Did Not Complete Program: Time Frame | N | % | N | % |
| 0 to 3 Months | 25 | 58 | 80 | 81 |
| 4 to 6 Months | 11 | 26 | 11 | 11 |
| 7 to 9 Months | 6 | 14 | 8 | 8 |
| 10 or More Months | 1 | 2 | 0 | 0 |
| Total | 43 | 100% | 99 | 100% |
| Participants Who Did Not Complete Program: Reasons | N | % | N | % |
| Failure to Meet Program Requirements | 21 | 49 | 39 | 39 |
| Voluntary Dropout | 10 | 23 | 35 | 35 |
| Court or Criminal Involvement | 5 | 12 | 13 | 13 |
| Absconding | 3 | 7 | 5 | 5 |
| Relocating or Case Transfer | 3 | 7 | 3 | 3 |
| Other | 1 | 2 | 4 | 4 |
| Death or Serious Illness | 0 | 0 | 0 | 0 |
| Total | 43 | 100% | 99 | 100% |

As previously reported, 54% of aftercare program participants successfully completed the program in April–September 2012. Table 5 shows the time frames during which aftercare participants exited the program (both successfully and unsuccessfully). It also shows the reasons that participants exited the program unsuccessfully.

- In the July–September 2012 quarter, almost half (46%) of participants successfully exited the program during the 4- to 6-month time frame, up from about 36% in the previous quarter.
- For those participants who did not complete the program in the July–September 2012 quarter, 81% left the program in the first 3 months, up from 58% in the previous quarter.
- The most common reasons cited for not completing the aftercare program include failure to meet program requirements and voluntary dropout.

Observations

- A total of 6,907 jail- and prison-based RSAT program participants and 170 aftercare participants successfully completed the program during the 6 months covered in this report.
- The time to completion for the majority of participants was no more than 9 months for jail-, prison-based, and aftercare programs. However, some differences were observed between jail- and prison-based RSAT programs. The time to completion for 87% of jail-based program participants was up to 6 months. The average time to completion for prison-based programs was longer, as expected. For prison-based program participants, 76% completed in up to 9 months.
- Almost three-quarters (74%) of jail-based program participants unsuccessfully exited the program in the first 3 months, compared with 57% for prison-based program participants. Almost half of prison-based program participants left the program without completing because of violation(s) of institutional rules.
- The completion rate in April–September 2012 for aftercare programs is 54%.
- About 95% of jail- and prison-based program participants who were assessed exhibited high criminogenic risk and substance abuse treatment needs.
- Other than substance abuse treatment, the most common type of services provided was cognitive and behavioral treatment services.

Key Performance Measures

| Measure | Data Elements Used to Calculate Measure | Definition | Interpretation |
|--|--|--|---|
| Participants with High Criminogenic Risk and Substance Abuse Treatment Needs | A. Number of participants assessed as having high criminogenic risks and needs B. Number of participants assessed using a risk assessment instrument % High risk = A/B | Percentage of participants identified using a valid screening/assessment instrument as having high criminogenic risks and needs. | Assess the percentage of drug court participants who have high criminogenic risks and needs; participants with high criminogenic risks and needs are at higher risk for reoffending compared with low- and medium-risk individuals. |
| Jail/Prison and Aftercare | | | |
| Successful Completion | A. Number of participants successfully completing program requirements B. Number of participants terminated for a new charge C. Number of participants released or transferred to another correctional facility D. Number who did not complete due to death or serious illness E. Number of participants who dropped out F. Number of participants who did not complete due to failure to meet program requirements G. Number of participants who did not complete for violating institutional rules H. Number who failed for other reasons % Successful = A/(A+B+C+D+E+F) | Number of participants who successfully completed the program. | Assesses how many participants have successfully completed program requirements as determined by the drug court program. Can also be thought of as the graduation rate. |
| Jail/Prison and Aftercare | | | |
| Participants Testing Positive for Using Illegal Substances | A. Number of participants who tested positive for drug or alcohol use B. Number of participants tested % Positive Drug or Alcohol Test = A/B | Percentage of participants who have failed drug and alcohol tests while in the program. | Assesses how many participants continue to use substances while in the program. Also assesses the use of drug and alcohol testing as a key component of the program. |
| Jail/Prison and Aftercare | | | |
| In-Program Recidivism | A. Number of participants charged with a drug offense. B. Number of participants charged with a nondrug offense C. Number of participants currently enrolled in the program (including newly enrolled participants) D. Number of participants exiting the program (successfully and unsuccessfully) In-Program Recidivism = (A+B)/(C+D) | Rate of recidivism for participants who have been charged with a new drug- and/or nondrug-related offense while enrolled in the program. | Assesses participation in continued criminal behavior while enrolled in the drug court program. |
| Aftercare Only | | | |
| New Participants with an Individualized Treatment Plan (Case Plan) | A. Number of new participants with a case plan B. Number of new participants % Case Plan = A/B | Percent of participants who receive an individualized treatment plan upon entering the program. | Assesses the percentage of new participants entering the program who are receiving individually tailored treatment plans. |
| Jail/Prison and Aftercare | | | |

Successful Program
Completers Released
from Jail/Prison
Entering the
Community

- A. Number of participants successfully completing program requirements and released from incarceration
- B. Number of participants successfully completing program requirements

% Case Plan = A/B

Percent of participants completing all program requirements and released from incarceration.

Assesses the percentage of successful program participants released from incarceration into their communities.

Jail/Prison Only
