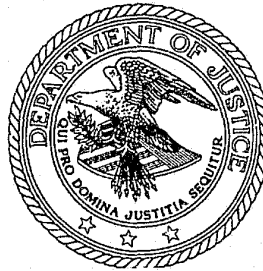




The Amity/ Pima County Jail Project



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**Substance Abuse
Treatment in a
Correctional Setting**

THE AMITY / PIMA COUNTY JAIL PROJECT

A demonstration program funded by the Bureau of Justice Assistance for sentenced offenders with substance abuse problems

For assistance in planning a treatment program in your facility, contact:

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We gratefully acknowledge the Bureau of Justice Assistance, whose insight into the problems caused by drug abuse in our society has led to projects such as this.

We would also like to thank Nicholas Demos (BJA Program Manager) and Kim Rendelson (BJA Project Monitor) for their untiring efforts which have made this project a success.

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What is the Amity/Pima County Jail Project?

In October of 1987, the Pima County Sheriff's Department in Tucson, Arizona was awarded a grant from the Bureau of Justice Assistance (BJA), a division of the U.S. Department of Justice. The purpose of the 18-month, \$300,000 grant was to set up a national demonstration program showing how drug abusers could be treated successfully in a jail setting.

In a bold experiment, the Sheriff's Department contracted with an outside agency—Amity, Inc., an Arizona-based, non-profit therapeutic organization—to provide treatment for its drug offenders. Amity has long been committed to the idea of the "therapeutic community," which employs education, counseling, and positive role models to help alienated individuals fit productively into society.

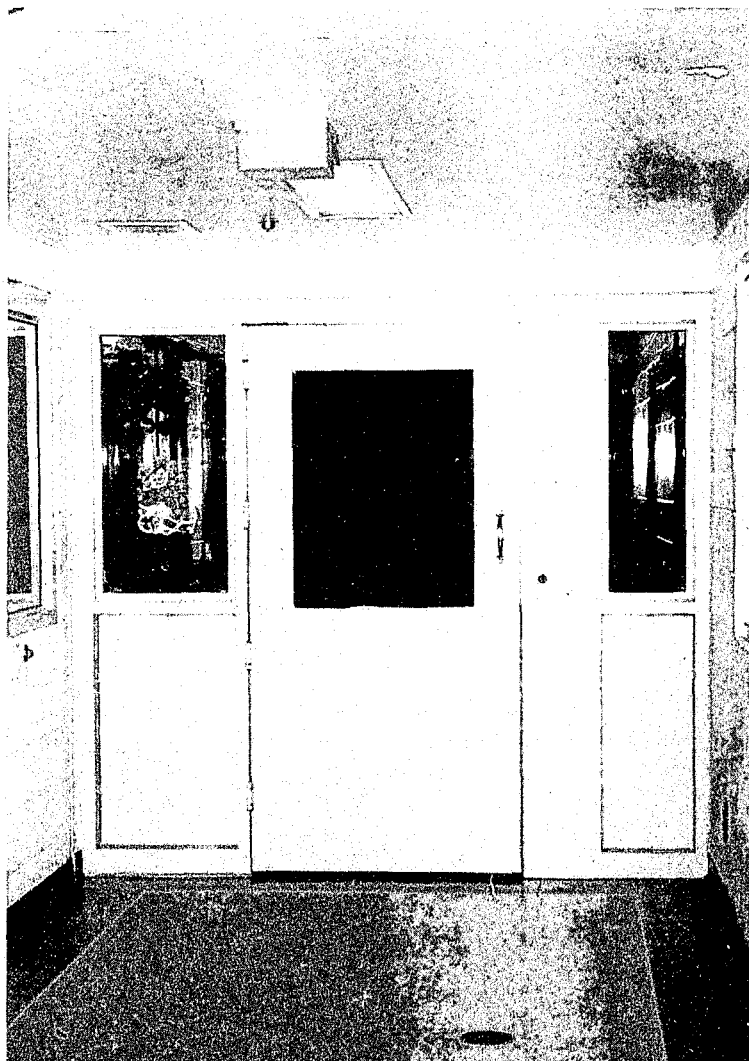
The Amity/Pima County Jail Project was the first of three model drug treatment programs in jails under grants from the BJA. The other demonstration sites are in Tampa, Florida (Hillsborough County) and Chicago, Illinois (Cook County). The primary purpose of these sites is to offer working, efficient treatment models that other jails can replicate, in whole or in part.

The American Jail Association (AJA), under its own grant from the Bureau of Justice Assistance, coordinates and monitors all three demonstration projects. The AJA conducts frequent information-sharing sessions and arranges visits at each site for representatives of jails around the country.

The AJA is also conducting a nation-

al survey of all jails to develop a database on jail-based drug treatment programs. The AJA will then become a clearinghouse for such information. In the near future, jail officials interested in starting a drug program will be able to use the AJA's database to find out how other jails in their region have approached the problem.

The particular importance of the Amity/Pima County Jail Project lies in the cooperative effort between the private and public sectors to help incarcerated drug addicts. While meeting the special needs of drug abusers, the project also serves the public by reducing drug-related criminality. In a more general way, the project demonstrates how security and programs of *any* sort—not just those having to do with drugs—can coexist within the correctional environment.



Background: The Pima County Sheriff's Department

Pima County is located in southern Arizona, just a few miles from the Mexican border. Cocaine in Arizona is said to be the purest in the nation, and substance abuse is an all-too-common problem.

Despite this challenging environment, the Corrections Bureau of the Pima County Sheriff's Department has developed a national reputation for excellence. In 1984, the department opened its Adult Detention Center, one of the first direct supervision jails in the United States. Three years later, a second direct supervision facility was opened in Pima County. Representatives of dozens of corrections departments, both domestic and foreign, have visited the Pima County Sheriff's Department to observe the exemplary management and operation of these facilities.

The department is also well known for its progressive attitude toward the treatment of the mentally ill. In a specialized Mental Health Unit (MHU), licensed by the state of Arizona as a treatment facility, inmates receive psychiatric counseling, drug therapy, and instruction in the basic skills they will need to adapt to life in the outside world. The MHU is only one component of what the department calls a "holistic" approach to mental health, which brings together the prosecution, the courts, the mental health community, and the corrections bureau as equal partners in the treatment of mentally ill inmates.

Now, with the help of the BJA grant, the Pima County Sheriff's Department has been able to extend this holistic approach to substance abusers as well. In partnership with Amity, Inc., the department has set up an isolated unit in which drug addicts can receive intensive treatment, education, and

counseling, as well as extensive instruction on AIDS prevention.

With the implementation of the Amity/Pima County Jail Project, Pima County is once again serving as a model for corrections departments around the country.

Background: Amity, Incorporated

Amity, Inc. began in Tucson in 1969, and since 1981 has expanded to provide a greater variety of services to surrounding localities. Amity's array of substance abuse programs ranges from a prevention curriculum in elementary schools, to early intervention efforts in junior high schools, to long-term recovery programs for adolescents and adults. Nearly 200 severe substance abusers are currently taking part in Amity's residential teaching and therapeutic communities.

Amity has always made strenuous efforts to reach out to people who are considered undesirable or difficult to work with. Among these people are teenage mothers with substance abuse problems; adolescent substance abusers who have been victims of sexual molestation, rape, or violence; adolescents and adults with extensive histories of arrest and incarceration; men and women who have been incarcerated for five years or longer; juveniles; and those who have failed in a number of other treatment settings. In addition, Amity offers special care to members of minority groups such as Hispanics and Native Americans.

Twice a week for five years, Amity volunteers led substance abuse groups at the Pima County Detention Center. The success of this volunteer effort inspired Amity, Inc. and the Pima County Sheriff's Department to seek funding for a more extensive drug treatment program. Their joint proposal to the Bureau of Justice Assistance led to the grant that made the Amity/Pima County Jail Project possible.

Drug Treatment Programs: Why Do We Need Them In Our Jails?

Despite increased efforts by the federal government to cut the supply of illegal drugs, substance abuse continues to grow at an alarming rate. It has become clear that interdiction efforts, no matter how vigilant, will never provide more than a partial solution to the problem. No attempt to control the supply side can be effective unless equal efforts are made on the demand side.

Unfortunately, there has been no organized, interdisciplinary effort to reduce the demand for drugs. Experience has shown that incarceration alone cannot reduce criminality or addiction. Most attempts at rehabilitation are doomed to fail as well, because such attempts assume that addicts were once *habilitated* in the first place. In reality, most serious substance abusers have never functioned effectively in society—there is nothing to rehabilitate them to.

What long-term drug abusers need is education and socialization. Unfortunately, as they are passed from one door to another—from jails to clinics to social-service agencies

to treatment centers—they receive neither of these things. Instead, they are given more opportunities to manipulate the system that is trying to help them, and to continue behavior that is destructive to themselves and to society.

Cost is the main reason that these people so rarely get the services they need. Because funding is almost always scarce, most jurisdictions rely on incarceration as the most cost-effective way to keep drug abusers off the street. In many states, a five-year jail sentence is considered too short while a two-year period of treatment and education is considered too long.

As recidivism continues to increase, however, the costs to society continue to mount. Although incarceration may be less expensive in the short run, most experts agree that proper treatment of addicts is the only sure way to reduce substance abuse over the long term. The purpose of model programs like the Amity/Pima County Jail Project is to demonstrate the effectiveness of intensive

treatment in a correctional setting. If it can be shown that inmates who receive treatment actually do function productively in society upon release—as early statistics from the project have seemed to confirm—then perhaps other jurisdictions around the country will be willing to pay for similar programs. Only in this way can the costly cycle of substance abuse, crime, incarceration, and recidivism finally be broken.



Forerunners to the Amity/Pima County Jail Project

The correctional and drug treatment professionals who devised the Amity/Pima County Jail Project did not have to start from scratch. They built on a foundation of research and experience that had been gathered over the past 25 years. By paying close attention to previous successes and failures, officials in Pima County were able to ensure the success of their own program.

Research findings. Studies have found that programs of intensive treatment *can* curb addiction and reduce criminality. Success in such programs correlates positively with length of stay: the longer an addict remains enrolled in a program, the more likely it is that he will display pro-social behavior (such as holding a steady job) afterwards.

For example, "Stay'N Out," a drug treatment program in a New York medium security institution, has compiled the following statistics over the past ten years:

- Inmates who remained in the program for 9 to 12 months were less likely to have problems on parole than inmates who left the program earlier.
- Of inmates who remained in the program less than 3 months, 50 percent had no reported violations of parole. This figure jumped to 80 percent for those who remained in the program 9 months or more.
- Only 27 percent of inmates who participated in the program have since been re-

arrested. For those, the average time until rearrest was 18 months.

Although these encouraging statistics cannot be linked definitively to any one set of causes, it should be noted that those involved with the study—researchers, program executives, and correctional staff—agree strongly as to why "Stay'N Out" has been so successful. They point to the following factors:

- The program occupied an isolated unit.
- Treatment was subcontracted to a community agency, allowing corrections officials to concentrate on corrections.
- The program's leaders included former offenders and ex-addicts, who served as credible role models.

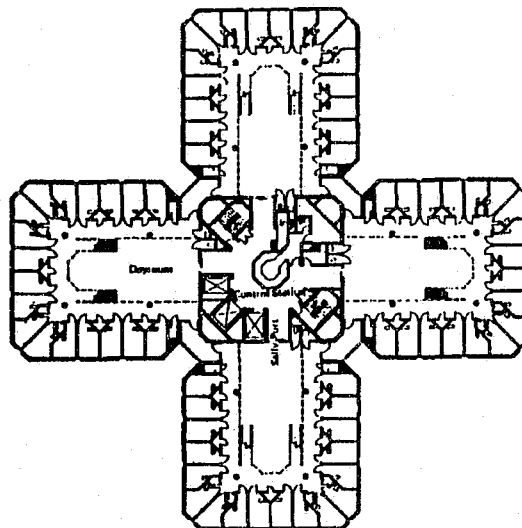
All of these factors were eventually incorporated into the design of the Amity/Pima County Jail Project.

Direct Supervision. The Pima County Adult Detention Center was built and operated as a direct supervision facility long before the Amity/Pima County Jail Project was envisioned. The unique features of

direct supervision lend themselves particularly well to the needs of a drug program.

A direct supervision jail is divided into self-contained modules, or "pods" (*see floor plan, above*). Each pod contains a day room and single or double cells for inmates. Under normal circumstances, inmates are allowed to move freely between their cells and the day room.

In the day room, inmates may read, socialize, and engage in group program activities. An officer is present in the day room at all times to supervise the inmates in a proactive manner. Inmates are told upon arrival that they are expected to engage in positive behavior and to obey the officer. Failure to



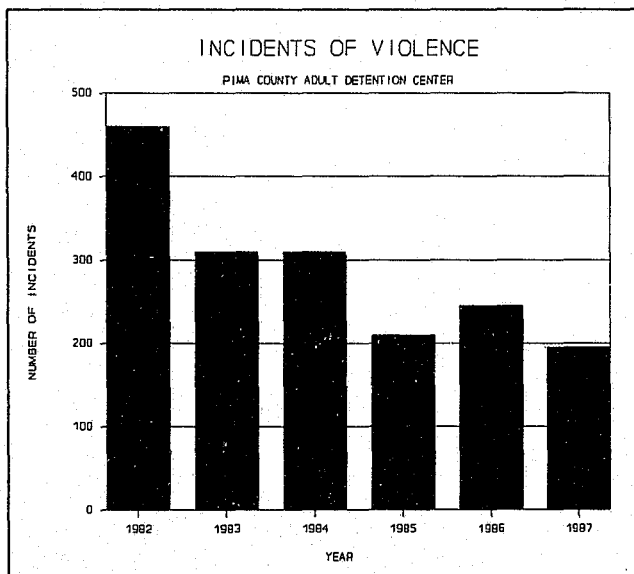
follow these rules results in disciplinary action.

In short, the philosophy of direct supervision is to treat inmates as mature adults and to make them responsible for their own behavior. An inmate who knows that any violation of the rules will result in certain punishment—i.e., confinement to his cell—is less likely to act irresponsibly.

Direct supervision facilities try to provide as comfortable an environment as possible. They are often carpeted and furnished with residential-style furniture rather than institutional fixtures. These surroundings tend to promote positive behavior. Under direct supervision, instances of violence, vandalism, and suicide are greatly reduced. (See graph, below.)

The Pima County Sheriff's Department was one of the first in the country to commit itself to the principle of direct supervision. The techniques of direct supervision, coupled with a well trained staff, proved to be successful in modifying inmates' behavior. It seemed only natural, then, to use similar principles to encourage permanent changes in the behavior of drug offenders.

The goals of direct supervision and of a drug treatment program are basically the same: to promote positive behavior by maintaining a positive environment. In this sense, the Amity/Pima County Jail Project is really an extension of a successful program that was already in place.



The Beginning

Pima County received its \$300,000 BJA grant on October 1, 1987. During the next few weeks, many decisions had to be made regarding staffing, training, inmate classification, and selection of an appropriate site. Nevertheless, the Amity/Pima County Jail Project was in full operation by Thanksgiving, less than two months after the grant was awarded.

Site. Research findings, including data gathered from New York State's "Stay'N Out" program, indicated that a drug treatment program is most likely to be successful if it is located in an isolated unit. A group of inmates who are kept apart from the general population tend to feel a sense of community and to work together constructively. For this reason, the decision was made to assign the Amity/Pima County Jail Project its own special-purpose pod in the Medium Security Addition.

Originally, the Amity pod was equipped to house only 18 inmates. About six months after the program began, the pod was fitted with bunk beds, and inmates were double-celled. As a result, the enrollment capacity of the program now stands at 36 inmates.

Staff. In keeping with the philosophy of partnership between the Pima County Sheriff's Department and Amity, Inc., it was decided that leadership of the Amity/Pima County Jail Project should be shared between two coordinators—one with a background in corrections; the other with a background in substance abuse treatment. The two persons chosen for this team were Corrections Specialist Fred Dillon (representing the Sheriff's Department) and Program Manager Gary McDaniel (representing Amity). As Jail Program Coordinators, these men oversee every aspect of the Amity/Pima County Jail Project—from training staff, to screening inmates, to planning educational workshops. In addition, the Program Coordinators are responsible for maintaining good relations between correctional staff and Amity personnel.

Cross-Training. In order for the program to function effectively, it was important that the corrections officers supervising the Amity pod become familiar with treatment techniques used to help drug abusers. Similarly, it was essential that Amity counselors working in the pod be acquainted with basic jail security and emergency procedures.

For these reasons, a policy of *cross-training* was put into place before the Amity/Pima County Jail Project began to accept inmates. Amity staff members were given four days of training at the Pima County Sheriff's Department Academy; in exchange, members of the corrections staff received four days of training at Amity facilities.

Participants in the cross-training sessions were encouraged to discuss all anticipated problems and to be frank in expressing their feelings about the project. Corrections officers expressed misgivings about working with the Amity counselors, most of whom are ex-addicts; Amity staff members voiced fears that they would not be taken seriously

in the correctional environment. These and other concerns became subjects of long, emotional, and honest discussions between the two sides. By the time the training period was over, most of the anticipated problems had been resolved, and each group of professionals had developed a new respect for the other.

The policy of cross-training is considered vital to the success of the Amity/Pima County Jail Project, and it has continued to be a requirement for new staff members assigned to the pod. The spirit of cooperation between the Sheriff's Department and Amity employees has remained strong, even though there have been several personnel changes since the start of the project.

Mission. Underlying the Amity/Pima County Jail Project is the fundamental belief that drug abusers require education, positive reinforcement, and good role models. The goals of the project were summed up by its designers in a mission statement, reproduced on the following page.



Mission Statement

It is the mission of the Amity/Pima County Jail Project to work in conjunction with the officers of the Medium Security Addition and provide substance abuse education and counseling services that are consistent with the philosophy of Amity's Teaching and Therapeutic Communities.

The Therapeutic Community approach is largely educational. Substance abuse is viewed as a manifestation of severe alienation from self, society, and family. The reeducation focuses not simply on the negative history of the individual but on the total change in lifestyle that will be needed for change. Education encompasses improved communication skills, abstinence from illicit substances, employability, understanding of personal history, and the successful development of support networks.

The primary clinical and education staff includes individuals who have histories of substance abuse and criminality who have successfully reoriented their lives. In addition to providing services, these individuals serve as positive role models for those who are engaged in the struggle of change.

Each participant will be expected to study, engage in self-help processes, and live with each other (project members) during the time they are participating. The Amity/Pima County Jail Project is for sentenced offenders while they are incarcerated. Participation is limited. Applicants will be interviewed. The staff of the project are interested in working *only* with those individuals who are sincerely motivated to honestly explore past destructive behaviors and wish to change them.

The nature of activities of the Amity/Pima County Jail Project:

1. To establish, maintain, and operate a substance abuse unit.
2. To provide education and counseling that will enable each participant to engage in personal investigation into the causes of their alienation from society, family, self, and friends through substance abuse and/or criminal behavior.
3. To develop methods for reorientation and socialization within the institutional setting and apply, establish, and refine such methods; a goal being the reduction of recidivism.
4. To increase understanding within the institution of alienation and substance abuse with officers and other residents through outreach.
5. To increase understanding of substance abuse and alienation outside of the institution with available family members of those residents who are participants.
6. To disseminate pertinent information to residents regarding community resources available that would enhance successful reintegration into the community.

Selecting Inmates

According to Rod Mullen, Executive Director of Amity, Inc., as many as 60 percent of arrestees in Pima County are drug users. Unfortunately, the Amity/Pima County Jail Project has room for only a small fraction of these. Since the project began, Fred Dillon and Gary McDaniel (the Program Coordinators) have been actively involved in deciding which inmates are most likely to benefit from being placed in the treatment pod.

Participants in the program generally fall into two categories: those for whom drug treatment has been ordered by the court, and those who voluntarily seek admission to the program. Any inmate who has been sentenced on a drug-related charge, or who has reported an addiction during the intake screening, is told about the program and invited to write a letter expressing interest.

Certain individuals are automatically excluded from the program—among them,

inmates who are serving less than 45 days, and inmates who were sentenced for more serious crimes in addition to drug-related offenses.

Every prospective participant is interviewed by the Program Coordinators, and sometimes by other members of the treatment team as well. (About 30 of these interviews are conducted each week.) During the interview, the inmate is informed about what will be expected of him in the program, and is asked to explain why he wants to take part in it.

Preference is given to those inmates who express serious interest in overcoming their drug dependence, and to those whose youth or inexperience makes immediate treatment especially important.

An ideal drug treatment program would be able to accept *all* qualified inmates, regardless of motivation or background. But practical matters of space, staffing, and funding make that impossible. For the foreseeable future, a careful selection process will remain a necessity.



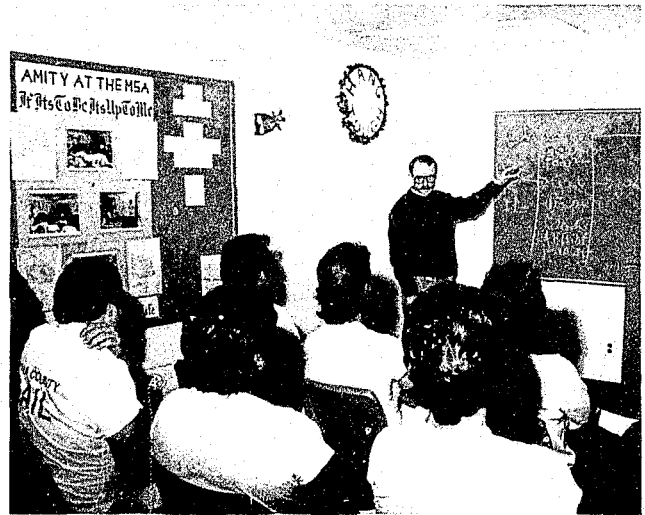
How the Program Works

As noted earlier, the most important factor in the success of a drug treatment program is time. Research shows that an addict who spends one year or more in such a program has a much better chance for recovery than an addict who spends only a few months. Unfortunately, a jail setting offers little opportunity for long-term treatment. The average stay of an inmate in the Pima County Adult Detention Center is four months—too little time to make significant, lasting changes in an addict's behavior.

For this reason, the Amity/Pima County Jail Project does not expect to bring about substantial reductions in drug use, criminality, or recidivism. Its primary goal is to *begin* the process of socialization and education. Upon their release, all participants in the program are urged to continue this process with other community treatment agencies, and most do so.

Family. An inmate who enters the Amity program is faced with a situation that may be totally unfamiliar. Many drug abusers have never had close relationships with friends or family; they have so-called friends with whom they use drugs, but no one to whom they can reveal their feelings or offer their trust. Their attitude toward other people is often one of hostility, fear, and anger.

Upon arriving at the Amity pod, such an inmate discovers that feelings of hostility and distrust are not tolerated—and, in fact, are no longer necessary. All who are involved in the Amity program, including correctional staff, Amity counselors, and inmates, have learned to support each other as members of a family do. (The group even refers to itself as "the Amity family.") Members of the "family" are expected to cooperate in doing chores and working in the kitchen; they are also expected to communicate honestly and openly with each other. If disagreements break out, or if inci-



dents of antisocial behavior occur, the matter is settled through frank discussion and reconciliation within the "family." Outside intervention by corrections officials is rarely necessary.

Orientation. Each new resident in the pod is given a newsletter explaining the purpose and philosophy of the Amity program. The newsletter, written by members of the "family," includes autobiographical essays in which fellow inmates talk about what they have learned on the road to recovery. The message for a new arrival is one of hope: if other people in the same situation have come out feeling healthy and optimistic, so can he.

This message is reinforced when the new resident meets with the *core group*. The core group is made up of inmates who have participated in the Amity program long enough to share responsibility for leading it. Each member of the core group is responsible for a different aspect of "family" life: managing the kitchen crew, editing the newsletter, supervising housekeeping chores, and so on. Although the two Program Coordinators hold ultimate authority, most leadership duties are actually handled by the core group.

Members of the core group speak with each new resident, revealing details about their lives and explaining what the Amity program means to them. The new resident is then encouraged to talk about his own personal history and state of mind. Doing so proves difficult for many new arrivals, but within 30 days most residents begin to act and feel like members of the "family."

Videotape. As soon as possible after entering the Amity program, new residents are videotaped as they read aloud and converse with other inmates. Thereafter, every inmate in the pod is videotaped at least twice each week, and "family" members watch the videotapes together. These informal tapes provide a concrete record of each inmate's progress in the program, as well as giving valuable feedback to the inmates themselves.

Surprising as it may sound, videotaping is considered one of the most important elements of the Amity program. Most Amity residents have never had a chance to observe their own appearance and behavior in an objective manner. Seeing themselves on the screen for the first time, many inmates react with embarrassment; they may never have realized just how unkempt they look or how deficient their social skills are.

Once they begin to realize how they come across to other people, most inmates begin to work diligently at improving their image. As their self-presentation skills improve, their self-esteem invariably rises as well.

Structure. Each month's activities in the Amity program revolve around a specific theme, such as family dynamics, anger, humor, or physical abuse. Sometimes the themes are selected by the Program Coordinators, but most often they are suggested by the inmates themselves.

A new theme is introduced in a one-day workshop session at the beginning of the month. (These workshops are often led by guests from the outside.) Thereafter, the residents settle into their regular routine of two "educational days" and three "group days" each week.

The two educational days are devoted to

classes, workshops, seminars, and films relating to the monthly theme. (See photo, preceding page.) Inmates are often videotaped as they discuss their reactions to the day's lesson.

The other three days are spent in encounter group meetings, generally referred to simply as "group." (See photo, next page.) It is in these sessions that inmates talk about their lives, their fears, and their feelings about themselves and each other. Even the most hardened addicts eventually learn to trust their fellow group members; those who refuse to open up are encouraged and selected for participation until they do.

The family feeling that pervades the Amity pod is most evident in "group." Disagreements, which in former days might have led to violence, are talked out and settled by the inmates and staff members involved. Complaints about rules, grievances against authority figures, suggestions, comments, and opinions are aired, discussed, and sometimes resolved. Anger and frustration are often expressed in "group," but so are feelings of joy, relief, support, and comradeship.

In learning to deal honestly with others, members of the Amity "family" develop the interpersonal skills they will need to sustain relationships on the outside. They learn how to relate to authority and to their peers. At the same time, acceptance by other members of the group helps addicts develop more respect for themselves.

Activities. Not all of an inmate's time is spent in intense self-examination. The leaders of the Amity program aim to give its residents as well-rounded a life as possible. In addition to the informal group activities that are common to every direct-supervision facility, residents of the Amity pod take part in team sports (especially basketball, a favorite of Corrections Specialist Dillon) in the recreation yard. Because they require cooperation and teamwork, athletics are good for the group's spirit as well as for physical exercise. (See photo, page 8.)

Amity residents also work in the jail's kitchen, helping to prepare breakfast and lunch for 750 inmates. A member of the core



group supervises the kitchen crew in close cooperation with the kitchen's professional staff. Although some inmates initially balk at the idea of working for no pay, they soon discover that their kitchen duties provide a tremendous boost to their self-confidence. Many have never successfully held down a job, so the time they spend cooking and cleaning instills the discipline they need to earn a living on the outside. It also helps to establish stable, trusting relationships.

Finally, residents of the Amity pod are given opportunities to express themselves creatively. Anyone with an interest in writing can prepare articles for the Amity newsletter; news, commentary, and autobiography are always welcomed. After all necessary business has been completed at group meetings, members of the "family"

are invited to share songs, poems, stories, and jokes.

Contact. The Amity/Pima County Jail Project serves not only drug abusers, but those with whom the drug abusers share their lives. Weekly community support groups are offered for inmates' families and "significant others." In addition, the Amity pod hosts frequent open houses to which friends, family members, and the general public are invited. These open houses allow the inmates to display their newfound self-confidence, and to share their feeling of community with others who care.

By keeping inmates in contact with the outside world, the Amity program helps ensure that its residents will have the support they need after release.

Measuring the Program's Success

Although the Amity/Pima County Jail Project operates only in southern Arizona, it serves as a model for the rest of the country. A vital part of its mission is to demonstrate conclusively that jail-based drug treatment programs can work.

For this reason, the Pima County Sheriff's Department and Amity, Inc. have continually gathered statistics about every aspect of the program. These statistics will aid officials in other jurisdictions who may consider implementing similar programs.

Extensive information about each participant in the Amity/Pima County Jail Project is gathered at three points in the process: at intake, at release, and six months after release. (The six-month follow-up is voluntary and is conducted by mail; so far, about 30 percent of former inmates have responded.) All personal information is kept strictly confidential—each inmate's file is identified only by a code number, and records are kept in a secure location away from the jail.

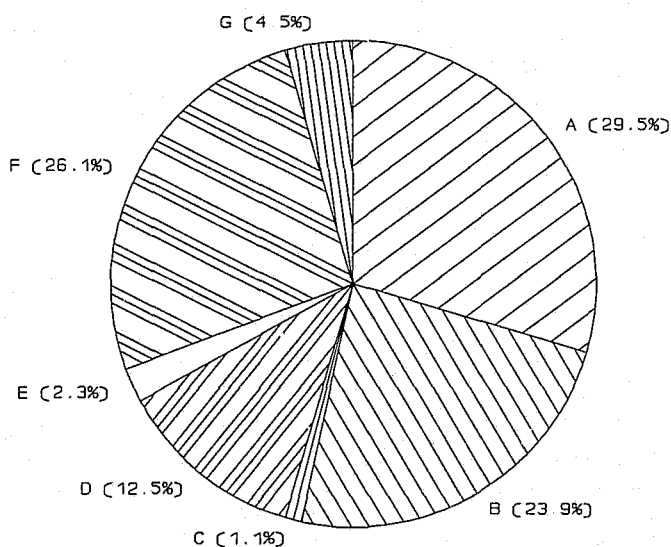
Positive Results. At each of the three information-gathering points, participants are asked to take a battery of tests measuring I.Q., depression, anxiety, self-esteem, and socialization. (The I.Q. test is not included in the six-month follow-up.) According to Dr. Peggy Glider, Director of Research and Evaluation for Amity, scores on all of these tests (except for I.Q.) improve significantly between intake and release. Although it is too early to draw firm conclusions from the data (especially given the 30 percent response rate on the six-month follow-up), 70 to

90 percent of released inmates seem to have responded positively to the Amity program.

Low recidivism. As noted earlier, the Amity/Pima County Jail Project is not expected to make permanent changes in an addict's behavior. All participants are encouraged to continue their treatment at Amity facilities or at other treatment centers. In this respect, the program has been remarkably successful: as of November 1988, one year after the program began, nearly 70 percent of male inmates released from the program have continued or resumed their treatment elsewhere. (See chart, below.)

Even those undergoing no known treatment are nevertheless doing well; many are employed full-time or are involved in community service. Probation officers report being pleased with the progress of those in their caseloads who have gone through the program. Fewer than 5 percent of male inmates released from the program have since been rearrested.

POST-RELEASE STATUS
FORMER AMITY/PIMA COUNTY JAIL PROJECT RESIDENTS (MALE)



KEY

- A—Continued treatment at Amity treatment facility
- B—Currently at Amity treatment facility
- C—Attending AA meetings
- D—Attending Amity-sponsored support groups
- E—In another treatment facility
- F—In no known treatment
- G—Rearrested

(Data current as of November 15, 1988)

“But Will It Work in My Jail?”

Under the terms of the BJA grant, the Amity/Pima County Jail Project is intended to be a model for treatment programs in other jurisdictions. Members of the program staff are therefore willing and able to help other corrections departments around the country implement similar projects.

Officials who are interested in designing an Amity-style program are encouraged to contact Bob May at the American Jail Association (see address and phone number on inside front cover.) The AJA can arrange visits to Pima County or to other demonstration sites, in order for jail officials observe first-hand how successful drug treatment programs operate. Visitors to Pima County should plan to spend at least a week, allowing time to visit Amity's headquarters (located on a ranch in Tucson) as well as the Amity pod at the Pima County Adult Detention Center.

The next step would be to draft a formal program design, adapting the model program to local circumstances and requirements. Some issues that must be considered when preparing such a plan are:

- **Site.** Where will the program be situated? Can an existing pod or housing area be used, or will it be necessary to construct a new facility?
- **Staff.** Who in the corrections department will oversee the program? Who will provide the treatment expertise? How much additional staff will be needed to maintain security and provide counseling?
- **Subcontracting.** Is there a local organization similar to Amity, Inc., that can take responsibility for treating the program's participants? If so, what financial and contractual arrangements must be made with that organization?
- **Community support.** What will happen to inmates who are released from the program? Are there treatment centers and

support groups available? Are there employers who might be willing to hire recovering drug addicts?

- **Funding.** A drug treatment program is expensive. Most of the cost—perhaps 80 percent—goes toward personnel, but other possible expenses include drug testing, video equipment, consulting fees, and supplies. Where will this money come from?

It is unlikely that the start-up costs of a new program could be paid for out of local funds. Fortunately, funding is often available from other sources. The Federal Register lists a number of programs for which federal money has been put aside. Among those which pertain to jail-based drug treatment programs are drug testing, community treatment, and parole and probation projects. The 1988 Omnibus Drug Bill will put more money into drug-related areas than ever before.

State governments receive federal funds in the form of block grants. Increasingly, states are allocating portions of these grants to programs that fight drug abuse.

Other than reading the Federal Register regularly, the best way for local agencies to keep up with current funding opportunities is to maintain close contact with their elected representatives in the federal and state legislatures.

Once matters of funding and other issues have been settled, and the design of the program has been agreed upon, the final (and most important) step is to implement the plan—to set up the facility, train staff, and begin treating addicts. At this crucial stage, AJA consultants (from Pima County or other demonstration sites) would be available—at no cost, for limited periods of time—to provide on-site technical assistance. As the project progresses, these consultants would maintain regular contact with the coordi-

nators of the new program, providing advice or assistance where necessary.

Learning from Pima County. The design of the Amity/Pima County Jail Project is most easily adapted to a jail that has a direct supervision facility, in an area served by a community treatment agency such as Amity. Many communities, however, lack one or both of these prerequisites.

Nevertheless, aspects of the Amity program can be adapted to almost any jail. Any of the following components, used by itself or in combination with others, can improve the effectiveness of drug treatment in a correctional setting.

- **Cross-training.** Treatment staff should receive learn from corrections personnel, and vice versa. Differences in approach should be discussed and resolved.
- **Recovered role models.** Former drug abusers should be employed as counselors, in order to provide positive role models for inmates and add credibility to the program.
- **Encounter or support groups.** Addicts should be encouraged to express their feelings, talk out their differences, and aid each other's efforts to recover.

- **Videotape.** Inmates should be videotaped at different stages of treatment and should be encouraged to change their behavior based on what they observe on tape.
- **Education.** Classes, workshops, seminars, newsletters, educational films, and other sources of drug-related information should be offered to inmates.
- **Therapeutic community.** If possible, addicts should be able to live and work together so that they may offer each other support and guidance.
- **Accountability.** Inmates should be held responsible for their social behavior, for the cleanliness of their living areas, and for any violations of stated rules.
- **Linkage.** Relationships should be established with community agencies, both public and private, to provide for addicts' continued treatment and socialization upon release.

The lessons of Pima County can also be applied other kinds of programs—artistic, educational, or religious, for example—that have nothing to do with drug abuse. A close, cooperative relationship between security and program staff can yield benefits throughout the institution.



The Future of the Amity/Pima County Jail Project

The 18-month BJA grant that supports the Amity/Pima County Jail Project is due to expire in April 1989. At that point, the grant is expected to be renewed for another 18 months to allow for expansion of the project.

By October 1990, when the grant extension expires, Amity's research department will have accumulated three years' worth of statistical data. Analysis of this data will show, reliably and objectively, whether the Amity program has had a significant impact on drug abuse and criminal activity.

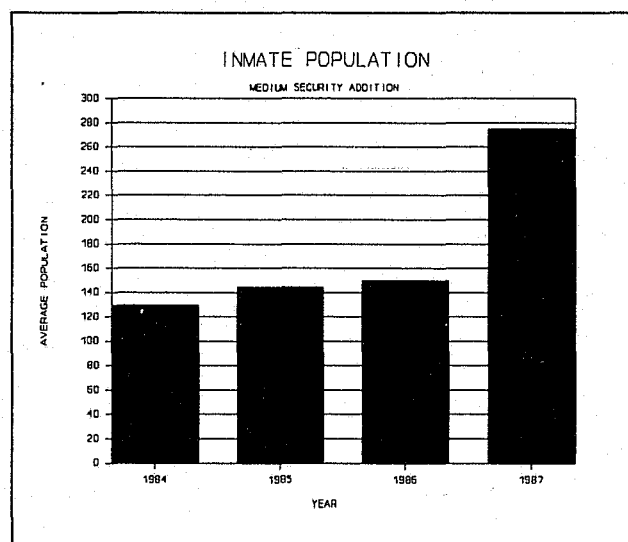
If the program's first-year track record is any indication, it will almost certainly be concluded that the Amity/Pima County Jail Project is a success. But what then?

For the program to continue, it will have to find other sources of funding. Although some money will presumably be available from the federal and state governments, funding will have to be found locally as well.

This, perhaps, will be the biggest test of the Amity/Pima County Jail Project. Will the taxpayers of Pima County—the ones who are most directly benefitting from the program—be willing to help pay for it? If not, the future will look dim for similar treatment programs in other communities.

For now, Pima County officials are optimistic. They already have strong support from the community, and they are confident that this support will continue. In fact, they are already making plans to expand the scope of the project.

According to Capt. Frank Hecht of the Pima County Sheriff's Department, the logical next step would be to introduce a work-release program. Inmates who had made sufficient progress in the initial phase of recovery would be permitted to work outside



the institution during the day. In the evenings, they would return to a special housing unit for counseling and group sessions.

Capt. Hecht would also like to initiate an abbreviated drug-awareness program for inmates who are serving too little time to be placed in the Amity pod. The intensive curriculum, drawn from the educational portion of the current Amity program, would supply inmates with vital information about drug abuse, physical and mental health, and AIDS.

Rod Mullen, Executive Director of Amity, Inc., would go even further. He feels that aspects of the Amity program could be successfully applied to *all* jail inmates, not just those with drug problems. Amity's education and socialization techniques, practiced within the positive environment of a direct supervision facility, would represent a bold step forward in jail management.

Admittedly, programs such as these are expensive. Nevertheless, they can eventually pay for themselves if the inmates who participate in them are, as a result, less likely to be rearrested. Even a small drop in the arrest rate could save millions of dollars nationally.

The leaders of the Amity/Pima County Jail Project are counting on the community to see their program as a wise investment. As Rod Mullen puts it, the question is not "How much does it cost to do it?", but rather "How much does it cost *not* to do it?"

Voices

It is fitting that the last words on the subject come directly from the residents of the Amity pod. The following passages are excerpted from inmates' writings. Clearly, nothing can speak more eloquently about the Amity/Pima County Jail Project than the voices of those who have lived there.

MY NAME IS FREDDIE and I am 39 years of age. I have been arrested 10 times and have been using drugs for 18 years. I've been locked up six years.

I became part of the Amity Project by talking about my drug problem and writing Amity and the courts.

By being a part of this program "I learned how to be open and truthful about things in my life and how the groups are conducted."

One thing I would like people to know about me (especially my family) is that I am very sensitive and stubborn and that I am consciously working on these things.

□ □ □

MY NAME IS ERNIE. I am 28 years old. I've been arrested four times and have been using drugs for 15 years. I was told in court to seek drug counseling in the Pima County Jail. Amity was the program. In this program, I came in contact with self-disclosure and this was a big deal for me. I was finally able to talk about my deepest secrets. I've been locked up for a total of five months. I would like people to know about me that I am a very caring person who has come to realize that I have done a lot of things because of my self-hatred.... I learned that there are a lot of things I needed to change and I came here to Amity to continue learning.

□ □ □

MY NAME IS REYNARD and I am 30 years old. I am a three-time loser with over 15 arrests. I have used various drugs and alcohol since the age of 17. I volunteered for the Amity

Program in jail because I finally admitted to myself I had to change. In being in the program, I was finally able to break the code of the streets and the jail code. I have done a total of five years in jails and penitentiaries. I feel that it is important to know that I am a person who is at last developing some morals and principles. I wanted to come to Amity because I was sick and tired of being tired. I wanted to continue to learn and understand the things I have done.

□ □ □

MY NAME IS ROGER and I am 35 years old. I have been arrested approximately 30 times in my life. I have been using 20 years—shooting drugs for 15 years. I volunteered to enter the Amity Jail Project because I needed a change. I was tired of jails, drugs, and my way of life. I thought Amity could help me change this way of life. In the Amity Pod, I learned to get in touch with my feelings and that there was hope for me. Also, I realized that I need not spend the rest of my life in prisons because of my drug problem. So far, I have spent close to five years incarcerated. I was once a worthless drug addict and now I realize I am a kind individual. I now know that by being helped with my problem, I can, in turn, help others whose lives are as mine once was.

□ □ □

MY NAME IS HAL. I am 29 years old. I have been arrested 24 times. I have used drugs for 10 years—drinking alcohol for 15 years. I went to the Amity pod because it has been the only time I have been straight enough to think of changing my lifestyle since I was locked up. The one thing I learned is that I found in my circle [group] I could be honestly "me". I broke my image of the dope fiend and convict. I have spent a total of five and one-half years locked up. The one important thing about me is that I am a "person" worthy of a chance to be a worthwhile human being. I decided to continue my change because this is where I belong. There is no place else for me—because I wanted a family!