


**INNOVATIVE PROGRAMS  
FOR THE  
DRUG-INVOLVED OFFENDER  
ON  
PROBATION OR PAROLE**

144246

The Council of  
State Governments



The logo of The American Probation and Parole Association (APPA) is a circular emblem. It is divided into four quadrants by a horizontal and vertical line. The top-left quadrant contains the letter "A", the top-right contains "P", the bottom-left contains "P", and the bottom-right contains "A".  
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## INTRODUCTION

Successful substance abuse programs have two major components: treatment and drug testing. Rehabilitation and treatment are major components of institutional programs; however, treatment programs for offenders that are supervised in the community are, at times, inadequate. All prisons have some form of screening inmates for illegal drug use, even though an inmate's access to drugs is limited. Upon release from institutions, offenders are prone to repeat negative patterns, return to former neighborhoods, and resume drug abusing habits. Supervising agencies may have a drug testing program; however, many probation and parole agencies are not adequately funded to provide the same services that are available within the institution.

With the growing problem of prison crowding, early release and community confinement are set in motion with increased frequency. Structured supervision must be incorporated in planning an offender's successful transition into the community. Appropriate provisions may include, but are not limited to, intensive supervision, house arrest, electronic monitoring, counseling, drug testing and educational programs. In order for probation or parole to be successful, these components must be used in conjunction with community supervision.

In 1991, Colorado's General Assembly approved a bill that Governor Roy Romer signed into law. House Bill 91-1173 provides for the coordination of substance abuse services, a complete assessment of all offenders, and provides for the treatment of drug-involved offenders who normally would not receive treatment. The law further requires a coordinated effort between the Department of Corrections, Public Safety, Health and the Judicial Department to develop common strategies for the assessment and treatment of offenders.

A committee was commissioned and instructed to develop goals and objectives for the coming years regarding the elimination of all substance abusing offenders within the criminal justice system. Goals and objectives were agreed upon among the committee members and a plan of action was developed. The program would meet the needs of offenders, rather than forcing

the offender to subscribe to a program that did not provide adequate, individualized services. The committee members prioritized their goals, and ranked assessment of the offender as the most important. Without proper assessment, it is impossible to place offenders in a program that will meet their needs.

Additionally, the committee ranked accountability as a priority to be included with consistent sanctioning, measurements of program success and drug testing standards. The field of community corrections looks forward to the development and implementation of this coordinated effort which will produce a program that addresses offender needs. This could be the most innovative and well conceived program of the decade.

Nationally, a trend is emerging in which criminal justice legislators and correctional administrators are coordinating their efforts in developing solutions to the problem of substance abusing offenders as evidenced by the increasing number of drug convictions. As witnessed first-hand in Florida, the success of their substance abuse program was due primarily to the support and backing of the Legislature and Governor. The centerpiece of Florida's 1991 Legislative Session was Gov. Lawton Chiles' new initiative entitled the "Community Corrections Partnership Act." The Partnership Act guarantees future expansion and growth of an already well established substance abuse program. A new sanction was created by the Act, *Drug Offender Probation*. Within this sanction, drug testing is mandatory, treatment is emphasized, and reduced caseloads of 50 offenders per one officer are required.

The eight programs presented in this brief are representative of innovative programs employed throughout the United States. Programs such as these, or variations thereto, can be of significant value in rehabilitative efforts with the drug-involved offender. Each of the highlighted programs have two factors in common, they all include provisions for treatment and drug testing. Additional information can be obtained by communicating with the designated contact person listed under each featured program.

**PROGRAM TITLE:** Special Intensive Supervision Drug Project  
(Haddington Project).

**AGENCY:** Pennsylvania Board of Probation and Parole.

**GOAL:** The goal is to reduce new criminal activity by parolees in the project through frequent personal contacts with parole staff, intensive urine monitoring, immediate placement in drug treatment as an alternative to reincarceration, and a strictly enforced set of sanctions for violations of technical parole conditions.

**TARGETED CLIENTS:** Parolees with drug-related criminal histories or recent positive urinalysis tests are assigned to the program.

**SUCCESSFUL COMPLETION:** Clients must complete the three phases of the program in order to return to less restrictive parole.

**METHOD OF MONITORING:** Electronic monitoring is incorporated in the program's first phase only, and urinalysis tests are performed within each phase. Frequency decreases as each phase is completed.

**ASSESSMENT PROCESS:** Clients are interviewed on an individual basis. Three factors serve as criteria. Parolees must have a history of drug dependency, be deemed high risk by the client assessment process, and must reside in a densely populated area where neighborhood drug usage is known to be high.

**DRUG SCREENING POLICY:** Clients are screened for drugs six times per month in Phase I, four times per month in Phase II and two times per month in Phase III. Roche Biomedical Laboratories is currently under contract with the department and screen urine samples using the EMIT and TLC systems.

**PROGRAM REQUIREMENTS:** All three phases require supervision. Supervision decreases as each phase is completed. Client field contacts, office contacts, collateral contacts, urinalysis tests, curfew checks, travel permits, electronic monitoring and employment/training are major requirements of the program.

**LENGTH OF PROGRAM:** Approximately one year.

**ESSENTIAL ELEMENTS:**

Drug educational and treatment programs for drug dependency.

**TREATMENT STRATEGIES:**

Individual and group therapy treatment is provided by the Pennsylvania Department of Health. Treatment may vary as the needs of the client change.

**CONTACT PERSON:**

Dan Solla  
Deputy District Director  
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**PROGRAM TITLE:** The F.I.R.S.T. Diversion Project (Fast, Intensive, Report, Supervision and Treatment).

**AGENCY:** Oakland-Piedmont-Emeryville Municipal Court and the Alameda County Probation Department, California.

**GOAL:** The project's goal is to reduce recidivism and enhance recovery through immediate and intensive intervention following initial incarceration. The process is intended to maximize the opportunity for successful supervision and treatment of drug-using defendants.

**TARGETED CLIENTS:** Defendants eligible for diversion who have had little contact with the criminal justice system, have a history of drug abuse, and are arrested for felony drug possession.

**SUCCESSFUL COMPLETION:** Defendants must abide by the conditions of the program and complete the tasks outlined in the Diversion Contract.

**METHOD OF MONITORING:** Urinalysis, individual and group meetings.

**ASSESSMENT PROCESS:** Individualized evaluation and a record of compliance with a ten week Behavioral Contract.

**DRUG SCREENING POLICY:** Used to monitor progress; dirty tests reported to the court which understands relapse is a part of the recovery process.

**PROGRAM REQUIREMENTS:** Phase I consists of the defendant being interviewed by the probation department to determine initial diversion eligibility. A report and recommendation is presented to the judge who can transfer the case to the Drug Court for a hearing and grant a diversion. Phase II is a ten week intensive evaluation and initial supervision phase. During this phase the client must complete the following tasks: see the diversion officer four times; attend four drug education and one AIDS class; submit two negative urine tests; register and participate with a community counseling program; and make one payment toward a \$220 diversion fee. Phase III is the final supervision and treatment phase. Although supervision in Phase III is determined primarily by the client's behavior patterns and Phase II participation, all clients must go through an eight week group counseling program.

**LENGTH OF PROGRAM:**

6 to 24 months.

**ESSENTIAL ELEMENTS:**

Immediate and intensive intervention by the Probation Department supported by regular court reviews. Structure and accountability are built into the program by requiring the defendant to sign a "Diversion Contract." The "Compliance Strategy" provides immediate, measured probation and judicial response to program failure. An "Incentives/Sanctions Point System" establishes specific rewards/consequences for compliance and non-compliance.

**TREATMENT STRATEGIES:**

Focus is on relapse prevention strategies through group counseling provided by probation officers, and referral to community-based drug treatment agencies.

**CONTACT PERSON:**

Judge Jeffrey S. Tauber  
Municipal Court  
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Oakland, California 94607  
(510) 268-7606

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Alameda Co. Prob.  
400 Broadway  
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**PROGRAM TITLE:** Florida Department of Corrections  
Probation and Parole Services  
Comprehensive Substance Abuse Program

**AGENCY:** Department of Corrections, Probation and Parole Services

**GOAL:** To identify, monitor and access treatment services when appropriate, offenders on community-based supervision and using or abusing illegal substances. Testing and treatment interventions are introduced as part of a graduated scale of conditions and restrictions through which supervision is designed to prevent the offender's continued involvement in drug-related criminal activity.

**TARGETED CLIENTS:** Offenders convicted of controlled substance violations; court ordered to receive substance abuse services; others identified by the supervising officer who exhibit at-risk behavior related to drug-involvement.

**SUCCESSFUL COMPLETION:** Requirements for "successful completion" vary among the different treatment types and philosophies and the sentencing authorities who impose sanctions. Offenders who violate court-ordered sanctions to complete treatment or to remain drug-free may receive incarcerative penalties by the court. In lieu of recommending incarceration, when possible, probation and parole recommend graduated sanctions to address the addiction problem, i.e., use of more restricted treatment environments or additional interventions.

**METHOD OF MONITORING:** Offender drug use is monitored through drug testing at the probation office or through contracted laboratory testing services. Treatment participation is monitored by the assigned officer through required personal contacts or collateral contacts with the treatment provider. Daily operations of the Department's substance abuse programs are monitored by department personnel located in (5) five geographic areas throughout the State.

**ASSESSMENT PROCESS:** State contracted licensed vendors are used for conducting treatment assessments and evaluations of offenders. Clinical decisions determine the level of care needed. Treatment Alternatives to Street Crime (TASC) is also utilized for assessment of offenders.

**DRUG SCREENING POLICY:** Agency policy requires that program participants be tested at least once a month for the first three months. This frequency may vary in accordance with specific conditions and standards imposed by the sentencing authority. Testing may also be conducted on a more frequent basis as deemed necessary by the probation officer and supervisor. A one-panel on-site screen is used to screen for controlled substances and meets the minimum requirements for the mandatory testing requirement. All tests utilize NIDA approved guidelines for cut-off levels. Drug screening is conducted on-site by trained officers. In some areas screening is performed by a contracted laboratory. Gas Chromatography/Mass Spectrometry (GC/MS) tests are conducted by a laboratory for confirmation of positive tests.

**PROGRAM REQUIREMENTS:** Probation officers ensure the compliance with court-ordered conditions. When possible, they introduce treatment opportunities, as opposed to incarcerative sanctions. Program requirements vary according to the diverse treatment modalities which are available to offenders. Program requirements and services are outlined in the contract agreements with each treatment provider.

**LENGTH OF PROGRAM:** Length of program depends upon the type of treatment. Participation may range from short-term detoxification to a full year or more in a residential therapeutic community.

**ESSENTIAL ELEMENTS:** The Florida Probation and Parole Substance Abuse Program is comprised of a balance of four components: staff training, offender training and screening, treatment, and data collection.

**TREATMENT STRATEGIES:** Available treatment services include medical detoxification, TASC intervention, nonresidential (outpatient) and three levels of residential treatment. These are incorporated in a continuum of care for the substance abusing offender. Group and individual

counseling is considered to be the backbone of the program for outpatients.

**CONTACT PERSON:**

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Tallahassee, Florida 32399-2500  
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**PROGRAM TITLE:** Home Arrest.

**AGENCY:** Arizona Department of Corrections.

**GOAL:** The goal is for the inmate to become self sufficient and responsible by assisting him in maintaining stable employment, managing financial obligations including supervision costs, restitution and support for his family.

**TARGETED CLIENTS:** Inmates eligible to complete their prison sentence in the community and who have been approved for release on Home Arrest by the Board of Pardons and Parole.

**SUCCESSFUL COMPLETION:** The Board of Pardons and Paroles shall determine when the home arrestee is eligible for transfer to the regular parole program.

**METHOD OF MONITORING:** In addition to electronic monitoring, offenders will be placed under intensive supervision. Personal contact between the home arrest officer and the offender may occur at the residence, place of employment, and elsewhere to ensure compliance with the program. Other significant persons/family will be contacted.

**ASSESSMENT PROCESS:** Prisoners eligible for the home arrest program must meet one of these three conditions: has been convicted of committing a class 3, 4, 5 or 6 felony not involving the intentional or knowing infliction of serious physical injury or the use of a deadly weapon/instrument, but not convicted of a sexual offense and not previously been convicted of a felony; has violated parole by the commission of a technical violation that was not chargeable or indictable as a criminal offense; and has been certified as eligible for parole and has served one year of his sentence.

**DRUG SCREENING POLICY:** Offenders must agree to submit blood or urine samples at the home arrest officer's request. The samples will be screened for controlled substances and narcotics.

**PROGRAM REQUIREMENTS:** Home arrestees are under active electronic monitoring surveillance and the supervision of the home arrest officer. Participants must maintain gainful employment, submit to alcohol and drug tests as mandated and remain

in his or her residence at all times except when movement outside the residence is authorized by the home arrest officer. Home arrestees must also pay a daily electronic monitoring fee and a cost of supervision fee. They must adhere to any other conditions imposed by the court, Board of Pardons and Paroles or the supervising home arrest officer.

**LENGTH OF PROGRAM:**

Average time in the program is 90 days.

**ESSENTIAL ELEMENTS:**

Offender's residence must have operational telephone service.

**TREATMENT STRATEGIES:**

Intensive supervision; drug testing.

**CONTACT PERSON:**

Jerry Ashton  
Home Arrest Administrator  
5060 North 19th Avenue, #213  
Phoenix, Arizona 85015

**PROGRAM TITLE:** Edgecombe Day Treatment Center (EDTC)

**AGENCY:** New York Department of Probation

**GOAL:** The program's goal is to reduce unnecessary prison and jail commitments, to improve probation practice, and to make data available on day centers to be included within the continuum of intermediate sanctions.

**TARGETED CLIENTS:** EDTC targets probationers who, by virtue of certain new offense convictions and/or noncompliance with other requirements of the court's original probation sentence, are identified as being at the highest risk of further criminal behavior. This includes probationers who, in the absence of the EDTC option, the Department of Probation would otherwise seek most urgently to revoke and incarcerate.

**SUCCESSFUL COMPLETION:** Upon successfully completing the EDTC, offenders are phased back into gradually decreasing levels of more traditional probation supervision.

**METHOD OF MONITORING:** Home curfew, telephone monitoring and rigorous attendance requirements.

**ASSESSMENT PROCESS:** A combination of clinical and objective risk and needs screening and assessment procedures.

**DRUG SCREENING POLICY:** Up to two urine (EMIT) tests may be administered each week.

**PROGRAM REQUIREMENTS:** Daily attendance, nightly and weekend curfew checks by telephone and/or visits, four hours of community service during the length of the program.

**LENGTH OF PROGRAM:** 120 days, with two possible 30-day extensions.

**ESSENTIAL ELEMENTS:** EDTC provides a combination of uniform and individualized diagnostic, treatment and supervision services, both on the premises and through off-site referrals. Program components include a heavy emphasis on group counseling, literacy and GED instruction including a computerized reading lab, vocational training

and employment placement, community service, and daily time management requirements.

**TREATMENT STRATEGIES:**

Each participant is required to see his probation officer daily and attend daily drug treatment for 3 hours. They must attend group therapy run by their probation officer and a co-leader once each week.

**CONTACT PERSON:**

Richard Baxt  
Director  
Edgecombe Day Treatment Center  
611 Edgecombe Avenue  
New York, New York 10032  
(212) 568-5015

**PROGRAM TITLE:** Specialized Drug Offender Program

**AGENCY:** Colorado Judicial Department

**GOAL:** To provide an alternative form of probation supervision, treatment and education for identified high-risk users, whose probability of failure on probation is significant.

**TARGETED CLIENTS:** Those with a history of abusive drug use (including current offense), prior history of treatment interventions, prior drug-related offense, or self-reported patterns of drug abuse.

**SUCCESSFUL COMPLETION:** The program is designed in two phases, each lasting for 120-130 days. Both phases need to be completed before an offender can move back to regular supervision. Phase II is less restrictive, and concentrates on support, treatment and release prevention techniques.

**METHOD OF MONITORING:** Offenders are monitored by the supervising probation officer and, if in a dual supervision model, by the second probation officer. Progress reports from treatment agencies are monitored.

**ASSESSMENT PROCESS:** Initial assessment involves the DAST or ADDS screening followed by ASI. Once in the program, CMC is administered. The cognitive program provides ongoing assessment of skills for the officer to evaluate.

**DRUG SCREENING POLICY:** In Phase I, individuals are screened at least 2 times a month. Phase II screening is determined by the individual supervision planning.

**PROGRAM REQUIREMENTS:** Completion of two phases, involving cognitive skill training, treatment and aftercare.

**LENGTH OF PROGRAM:** 8-9 months total time.

**ESSENTIAL ELEMENTS:** Cognitive skills training group consisting of 35 scripted sessions conducted two times a week. This is conducted in Phase I and aids in the development of empathy, planning, cause-effect thinking.



**TREATMENT STRATEGIES:**

Treatment is determined based on assessment and is tailored to individual needs, whether it is determined to be group, individual, inpatient or outpatient.

**CONTACT PERSON:**

Vern Fogg or Leslie Smith  
Office of the State Court Administrator  
Colorado Judicial Department  
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Denver, Colorado 80203  
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**PROGRAM TITLE:** Sheriff's Labor Assistance Program (SLAP).

**AGENCY:** A partnership between the Superior Court, Probation, Sheriff, Corrections, Municipal Courts and communities of the county, New Jersey.

**GOAL:** To ease overcrowding; hold offenders accountable for meeting the court imposed requirements; increase the rates of compliance for the payment of fines, restitution, financial penalties and community services; establish a range of graduated community-based sanctions for those offenders who fail to comply; and establish a partnership between the Judiciary, the Executive Branch agencies and the community to administer the program elements.

**TARGETED CLIENTS:** Offenders who have been convicted of a wide variety of motor vehicle sentences as well as minor criminal charges handled at the municipal level are targeted. Defendants who have committed nonviolent crimes and have little or no past criminal records are also considered prime candidates for the program.

**SUCCESSFUL COMPLETION:** Participants must complete their entire sentence with no positive urine tests.

**METHOD OF MONITORING:** Correctional supervision (informal).

**ASSESSMENT PROCESS:** Non-violent offense based upon charges; participants' willingness to work; scheduling availability.

**DRUG SCREENING POLICY:** Random weekly urinalysis; if the defendant is unwilling to submit to urinalysis, the offender is remanded from the SLAP program and ordered to complete the remainder of the jail sentence.

**PROGRAM REQUIREMENTS:** Supervised and unsupervised probationers must be willing to work, possess a good attitude, and have adjusted appropriately.

**LENGTH OF PROGRAM:** Determined by the sentencing judge.

**ESSENTIAL ELEMENTS:** Drug testing, punctuality, attitude, enthusiasm, and adjustment.

**TREATMENT STRATEGIES:**

Continued illegal drug use will result in immediate termination; long-term program participants who test positive following a drug-free period may have some form of an intermediate sanction applied rather than incarceration.

**CONTACT PERSON:**

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**PROGRAM TITLE:** Resisters' Group.

**AGENCY:** Benton County Community Corrections and Benton County Mental Health, Oregon.

**GOAL:** The goal of the program is to define what alcohol/drug success is; reduce jail commitments; and reduce probation/parole violations for clients failing treatment conditions.

**TARGETED CLIENTS:** Antisocial clients, traditionally seen as resistive or unwilling to complete treatment as designated by the mental health staff.

**SUCCESSFUL COMPLETION:** Successful completion is achieved after attendance at 16 successful sessions which include completion of homework assignments. These assignments include: remaining substance free, meeting court-ordered and treatment financial obligations; and attending AA/NA meetings as designated.

**METHOD OF MONITORING:** Monitoring of substance abuse is done by the parole/probation officer. The officer may use random urinalysis, skin checks, searches, home visits, and occasional polygraph examinations.

**ASSESSMENT PROCESS:** Clients are referred to the Resisters' Group by their individual parole/probation officers. Clients are eligible if they have first failed or cannot successfully complete a regular substance abuse program, or have returned to alcohol/drug abuse after completing a regular treatment program. Some clients are placed into the Resisters' Group pending their placement into a residential treatment program. Others are identified in the presentence investigation process as having failed previous attempts at alcohol/drug counseling or as being so antisocial or hostile that the probability of being successful in a traditional treatment group is doubtful.

**DRUG SCREENING POLICY:** Clients are selected at random for urinalysis tests on a weekly basis. Individual drug screens are taken along with drug groupings (for poly drug abusers). Urine test results are sent to the State Hospital to be analyzed by the EMIT system. These urine samples are immediately tested (one assay takes about one minute).

**PROGRAM REQUIREMENTS:** Attendance and completion of 16 successful sessions, including completion of homework assignments; attendance at weekly NA and AA meetings; participation in all group discussions; remaining substance free and meeting their court-ordered treatment and financial obligations.

At the completion of 16 sessions, a client is allowed to summarize his experience of group, then each group member is required to predict the likelihood of the client's success and why. Peer input is an important part of group dynamics.

**LENGTH OF PROGRAM:** Approximately six months.

**ESSENTIAL ELEMENTS:** Monitored abstinence (immediate response); qualified counseling staff (staff trained to deal with resistive/antisocial offenders); confrontation and consequences for failing to comply (immediate action for noncompliance including loss of credit for sessions, work crews, brief jail time and probation/parole violation); and education and realistic program goals.

**TREATMENT STRATEGIES:** Reality therapy, confrontation, behavior modification, peer pressure and an emphasis on "thinking errors." Thinking errors consist of excuse making, blaming, minimizing, victim playing and vagueness and other evasions of responsibility.

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Corvallis, Oregon 97330  
(503) 757-6850