

*Conn. - Dept of Corrections
Evaluation of the Addiction Services Act and FIRE Projects*
NCJRS

TABLE OF CONTENTS

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		<u>Page</u>
	ACQUISITIONS	
SECTION 1	EVALUATION SUMMARY	1.1
1.1	Project FIRE	1.1
1.1.1	Project Activities and Development	1.1
1.1.2	Client In-Program Performance	1.2
1.1.3	Client Post-Release Performance	1.3
1.1.4	Findings and Recommendations	1.4
1.2	Evaluation Issues	1.6
1.3	Project ACT	1.6
1.3.1	Project Development	1.7
1.3.2	Findings and Recommendations	1.8
SECTION 2	FIRE PROGRAM DESCRIPTION	2.1
2.1	Goals and Objectives	2.1
2.2	Staffing and Organization	2.2
2.3	Project Activities	2.5
2.3.1	Pre-Release	2.5
2.3.2	Program Services	2.6
2.3.3	Agency Coordination	2.6
2.4	Caseloads and Client Characteristics	2.6
2.5	Employment	2.11
SECTION 3	FIRE CLIENT PERFORMANCE	3.1
3.1	In-Program Performance	3.1
3.2	Client Post Release Performance	3.4
3.2.1	Design	3.4
3.2.2	Performance, 12 Months	3.4
3.2.3	Performance Through Time	3.7
3.2.4	Comparative Performance	3.11
3.2.5	Group Characteristics	3.16
SECTION 4	FINDINGS AND RECOMMENDATIONS	
4.1	Program Characteristics	4.1
4.2	Client Performance	4.2
4.3	Program Issues	4.3
4.4	Evaluation Issues	4.4
SECTION 5	PROJECT ACT, PROJECT DESCRIPTION AND EVALUATION RECOMMENDATIONS	5.1
5.1	Program Development	5.1
5.2	Project Performance	5.5
5.2.1	Staff Resources	5.6
5.2.2	Act Program Participants and Penetration	5.8
5.3	Findings and Recommendations	5.11

48089

LIST OF TABLES

Table		Page
1-1	FIRE Project Summary, 1972-75	1.2
1-2	Summary of Performance, Incidents Through Time FIRE and Control Groups	1.4
1-3	ACT Program Summary	1.8
2-1	FIRE Staffing and Organization Chart	2.3
2-2	FIRE staffing, 1972-75	2.4
2-3	Average Monthly Activities, 1975	2.5
2-4	Active Caseloads	2.7
2-5	Caseload to Staff Ratios	2.7
2-6	Client Flows, Caseloads and Time in Program	2.8
2-7	Typed Client, Drug or Alcohol	2.9
2-8	Client Characteristics, Sample - Not Active	2.10
2-9	Client Employment Status, Hartford FIRE	2.11
3-1	In-Program Client Performance Summary	3.2
3-2	In-Program Client Performance, By Office	3.3
3-3	Return to Drug or Alcohol Abuse	3.3
3-4	Performance Status, 12 Month Period	3.5
3-5	Status Summary, 12 Month Period	3.6
3-6	FIRE Program Groups, Incidents Through Time	3.8
3-7	Control Group, Incidents Through Time	3.9
3-8	Summary of Performance, Incidents Through Time	3.11
3-9	Hartford FIRE, Incidents Through Time	3.12
3-10	Norwich FIRE, Incidents Through Time	3.12
3-11	Bridgeport FIRE, Incidents Through Time	3.13
3-12	Waterbury FIRE, Incidents Through Time	3.13
3-13	New Haven FIRE, Incidents Through Time	3.14
3-14	Summary of Performance, FIRE Offices	3.15
3-15	Summary of Characteristics	3.16
3-16	Distribution of Offenses	3.17
5-1	ACT Staff at Facilities	5.3
5-2	Proposed Staffing and Organization, FY 1977	5.4
5-3	ACT Program Summary	5.5
5-4	Program Output and Staff Resources	5.7
5-5	Program Participants	5.8
5-6	Participant Program Hours	5.10

SECTION 1

EVALUATION SUMMARY

Project FIRE (Facilitating Integration and Re-Entry Experience) was established in 1972 and Project ACT (Alcohol Counseling and Treatment) was established in 1974 with grants from the Connecticut Justice Commission (CJC). Both projects are administered through Addiction Services Division of the Connecticut Department of Correction.

In the Summer of 1975, the Connecticut Justice Commission and the Connecticut Department of Correction contracted with MetaMetrics Inc. of Washington, D.C. for an evaluation of the two projects. This Section presents a summary and highlights of the evaluation.

1.1 PROJECT FIRE

The initial focus of Project FIRE was the provision of a community based non-residential program of supportive services to individuals who had participated in Connecticut institutional drug treatment programs. Project FIRE presently operates 5 community offices and has included alcohol abuse clients since 1974.

1.1.1 Project Activities and Development

In 1972, the Department of Correction treatment programs for alcohol and drug abuse clients were wholly within the correctional facilities. The re-entry into the community was then perceived by Department officials as a critical stage for addict/offenders and FIRE was designed to address client problems of re-entry in housing, employment, education, family and community relationships, and drug or alcohol dependency. The overall goal of Project FIRE is to reduce the recidivism of ex-offenders/addicts. The recidivism includes both potential criminal behavior and return to drug or alcohol abuse. The activities of the FIRE offices can be separated into pre-release, client assistance and coordination with community agencies.

FIRE personnel identify potential clients through alcohol and drug counselors in the Institutions at Niantic, Enfield, Somers and Cheshire. Potential clients are interviewed at the Institutions prior to their release. FIRE personnel maintain contact with potential clients at the

Centers or Institutions and provide services in anticipation of education, employment and housing needs. After acceptance into the program, clients are provided individualized attention by FIRE personnel. Individual counseling sessions are the means used to determine client needs and assets. Assistance in employment is a major focus. FIRE personnel maintain contacts with employment services, parole offices, and other agencies providing services to clients.

The five FIRE Offices are located at Norwich, Waterbury, Hartford, Bridgeport and New Haven. Staffing at each office consists of a Director and at least two counselors. A Project Coordinator provides overall direction and coordination at the Department of Correction office in Hartford. Table 1-1 summarizes major aspects of the program since 1972.

TABLE 1-1
FIRE Project Summary, 1972-75

Year	Annual Admissions	No. of FIRE Offices	Active Clients End of Year	FIRE Staff	Total Client/Staff Ratios
'72	8	2	8	4	2
'73	71	3	40	9	5
'74	127	5	74	13	6
'75	182	5	117	18	7

1.1.2 Client In-Program Performance

Project FIRE is a well-managed, vigorous effort to aid drug and alcohol clients to adjust to their communities upon release from corrections facilities. Staff is dedicated and clients have attested to the real assistance provided them through the program. The overall goal of Project FIRE, nonetheless, is to affect recidivism, both return to crime and return to alcohol or drug abuse. Recidivism behavior of clients was measured for in-program performance with inter-office comparisons and was contrasted with an outside control group for overall post-release performance.

Few clients have jobs awaiting them upon their release from correctional facilities. Of 52 clients of the Hartford Office, 43 were unemployed upon entry into the FIRE Program. FIRE personnel helped 23 of the unemployed clients or more than over half to find jobs.

The five FIRE Offices provided in-program performance information on 225 clients who were in the program during the period 1972 through mid-1975. The average stay in program was 5.5 months. Slightly less than 50% of the caseload left the program as "splitees". The rest were classified as "inactive" which indicates successful completion of the program. Splitees in some cases actually split or left without notice. Some, arrested and detained, were unable to maintain positive program contact. In many cases splitees simply dropped out of the FIRE Projects. An estimated 38.6% of splitees were actually arrested while in the FIRE Project; 61.4% had not been adversely involved in the criminal justice system during the program stay and the term splitee has no direct bearing on criminal behavior of the clients.

While in program, some clients did recidivate or return to a former state with respect to drug or alcohol abuse. Overall, 33 of the 225 clients or 14.7% were classified as having returned to abuse of drugs or alcohol while in program. Within the two categories, a wide difference is evident with 47.6% of alcohol clients returning to alcohol abuse compared to 11.3% of drug clients returning to drug abuse.

1.1.3 Client Post-Release Performance

A follow-up of clients and a control group was conducted to determine if Project FIRE actually reduced recidivism. Women clients and clients with alcohol problems were removed from the list of 225 FIRE clients in order to better define the FIRE group. Computerized descriptive and tracking information was obtained for 202 FIRE clients.

The control group was defined as male offenders at Cheshire, Enfield or Somers who had previous drug problems and were potential FIRE clients. Project FIRE personnel maintained lists of interviews with candidates for the program beginning in July of 1974. This list was screened and actual FIRE clients were removed. Candidates who had alcohol or undetermined addiction problems were also removed. Descriptive and tracking information was obtained for 66 clients in the control group.

Table 1-2 summarizes the performance of both groups at 3 month intervals with respect to incidents including arrest, technical parole violation and parole absconding. For the first 18 months the FIRE group had a better performance than the Control group. Statistically, the difference is significant for the first 12 months at the 5% level. The number of clients in both groups declined to the point that the difference could be due to expected sample differences after the 12th month.

TABLE 1-2

Summary of Performance, Incidents Through Time
FIRE and Control Groups

<u>Month</u>	FIRE	Control	<u>FIRE Performance</u>	
			<u>Gross</u>	<u>Statistical</u>
3	7.9%	14.9%	Better	Better
6	17.3%	30.2%	"	"
9	23.8%	36.8%	"	"
12	28.3%	47.2%	"	"
15	35.1%	47.2%	"	No Difference
18	40.6%	47.2%		"

The FIRE and Control groups, while similar in demonstrated interest in the FIRE program and previous drug history, may have differed in other characteristics which could affect group recidivism rates. Computerized descriptive information was obtained on individuals of both groups.

Racial composition of the groups differed slightly with the Control group having a higher proportion of Puerto Ricans. The FIRE group was older and had fewer single persons. The FIRE group unemployment rate upon arrest was higher and may reflect the FIRE clients perceived need for assistance in obtaining work. A higher percentage of FIRE clients had been previously incarcerated although the distribution of major offenses were similar.

Characteristics of the FIRE group which may tend towards recidivism are the unemployment rate and previous incarceration. However, the FIRE group was older and married which would have the opposite tendency. Characteristics of both groups were not sufficiently different to indicate that there was an overall tendency to recidivate for either group.

1.1.4 Findings and Recommendations

Project FIRE is achieving stated project objectives to provide services, counsel clients, coordinate and cooperate with related agencies, and utilize paraprofessional staff. The staff is dedicated and highly professional. The overall organization is cohesive and in accord with Project goals and objectives. Staff discussions of priorities, strategies and tactics are intense and constructive.

Employment development is an important focus for Project FIRE. Client unemployment rates are high; the Hartford Office rate is 82.7% of incoming clients. An estimated 50% of unemployed clients obtain jobs through FIRE staff.

Active caseloads have doubled over the 18 month period ending December, 1975 and caseload to staff ratios have increased to 7 to 1. The size of caseload is directly related to the extent of individual attention and services that FIRE staff can provide. Residential programs (halfway houses) have caseload to staff ratios of 2 as compared to 7 for FIRE. Some residential programs provide support services comparable to those of FIRE. Parole and probation caseloads ratios of 40 and above are essentially supervision and processing for violation caseloads with little or no services provided. Clients with previous alcohol problems constitute a larger portion of the caseload at 27.4% for December, 1975. The portion is increasing.

Criminal recidivism calculated as arrests, technical violators and parole absconders was reduced for FIRE clients as compared to a Control group consisting of men released from Correctional Institutions with a previous history of drug abuse who were interviewed as potential FIRE clients. Recidivism for the FIRE clients at the end of 12 months after release was 28.3% as compared to 47.2% for the Control group. This difference in rates is statistically significant at the 5% level.

In-program and overall post-release performance was compared for the FIRE Offices. The newer offices of Norwich and Waterbury have higher recidivism rates than the other Offices.

Staff allocation of time to pre-release activities (particularly institutional visits), individual and family counseling as compared to group counseling, and counseling of alcohol as compared to drug clients should be reviewed periodically. Staff should be alert to differences in allocation of time between Offices and adopt those approaches which provide more payoff with respect to use of staff time.

Office caseloads have been increasing, but caseload to staff ratios range from 5 for Hartford to 10 for Bridgeport. Length of stay in program is high in Hartford with 7.8 months and low at Bridgeport with 3.9 months. Client performance measures are similar for both Offices. This indicates that increased caseloads and shorter program stays may not affect client performance adversely, other program factors being equal. The major program concern is to determine the optimum caseload and minimum program stay at which client performance is not adversely affected.

Monthly statistics generated by the FIRE Offices are excellent and indicate caseload levels, status of clients, and level of staff activity. The use of "Splitee" to designate unsuccessful program completion is somewhat misleading and other designation categories could be used to describe status upon leaving the FIRE program. Return to alcohol or drug abuse by clients should also be recorded.

The increasing proportion of FIRE clients who previously had alcohol problems will affect the program. Program statistics indicate that return to alcohol abuse is higher than return to drug abuse. Counseling and treatment techniques will differ for both groups. Size of optimum caseloads and minimum program stay will be affected.

1.2 EVALUATION ISSUES

The evaluation addressed the issue of overall program effectiveness with emphasis on client recidivism. Project FIRE is unconditionally effective in reducing client recidivism over the first 12 months of release and provides positive assistance to clients in their adjustment to the community.

Project FIRE could benefit from continuing evaluation and major issues include:

- o Effect of program after 12 months and detailed analysis of incidents
- o Effect of increased caseloads and/or reduced program stay on client recidivism
- o Effect of increasing alcohol caseloads
- o Effect of allocation of staff time to program activities

1.3 PROJECT ACT

The Connecticut Department of Correction manages ten facilities. Three of these are Correctional Institutions for sentenced offenders. The remaining seven house detainees and sentenced offenders. Alcohol Counseling and Treatment programs are conducted at all the facilities through the Department's Addiction Services Division.

1.3.1 Project Development

The Connecticut State Alcohol Council has estimated that 30 to 40% of the 3,000 average daily incarcerated persons were alcoholics or had serious alcoholic problems. At intake into Connecticut facilities approximately 15% of incoming inmates classify themselves as having alcohol problems. The only services available to incarcerated persons with alcohol problems were weekly Alcoholics Anonymous meetings. The scheduling and coordinating of these meetings depended upon the dedication of community AA organizations and their ability to gain access to the facilities. No formal identification of offenders with alcohol problems was conducted and the facilities, especially the centers with detentioner populations, were revolving doors for the alcoholic.

In July of 1974, Project ACT was established with the following goals:

- o Improve the process of screening and identifying alcohol abusers on entrance into the community correction centers and institutions
- o Direct inmates into community-based alcohol treatment whenever possible
- o Development and broaden treatment services within the centers and institutions
- o Establish and maintain good working relationships with AA groups and other community agencies which alcohol abusers, i.e. Department of Mental Health, Alcohol and Drug Dependence Division, Division of Vocational Rehabilitation
- o Provide adequate follow-up supportive services including counseling, job placement, in cooperation and coordination with Project FIRE, and other CPCCA funded projects as P/PREP
- o Reduce recidivism of released alcohol abusers
- o Reduce the amount of crime committed by abusers
- o Discontinuation of alcohol abuse among clients

Table 1-3 summarizes major program aspects of Project ACT from April 1975 to December 1975. The number of weekly program participants declined during this period and, combined with an increasing facilities population,

resulted in a smaller proportion of the total population involved in ACT programming. The amount of program hours increased substantially and participants had a more intensive program experience. Program hours provided per facilities population also increased, Alcoholics Anonymous program hours increased, but became less in proportion of total program hours. This indicates a diversification of programming for the participants.

TABLE 1-3

ACT Program Summary.

	April 1975	December 1975
Weekly Program Participants	407	336
Average Facilities Population	2,971	3,169
Participants as % of Population	13.7%	10.6%
Monthly Participant Program Hours	3,864 hrs	5,431 hrs
Program Hours per Population	1.3 hrs	1.7 hrs
AA Monthly Program Hours	2,944 hrs	3,789 hrs.
AA. as % of Total Program Hours	76.2%	69.8%

1.3.2 Findings and Recommendations

Project ACT is providing a diversified program of identification, counseling and treatment of alcohol abusers within correctional facilities. An ACT counselor is available at all institutions and the total staff effort is equivalent to 6.8 full-time persons. Programming has diversified and while Alcoholics Anonymous program hours have increased, the proportion of AA programming to total programming has decreased.

Diversion of alcohol clients to programs outside of the correctional centers varies and the impact of ACT on this objective is not certain. Diversion and other program relevant factors vary from Center to Center and generalized standards for staff activities and performance may not be relevant. Extent of alcoholism as a problem will vary regionally.

Additional program data is required for evaluation. Caseload intake and level of caseload involvement in available activities are ill defined. Offense information requested from staff has limited relevance for policy and program decisions.

Institutional programming for alcoholics would appear to present an excellent opportunity to work with clients within a relatively alcohol-free environment. Clients volunteer for such programming in order to participate in some activities. MetaMetrics recommends that a separate evaluation be undertaken on Project ACT in order to determine effectiveness and generate information and analysis for future program decisions.

SECTION 2

FIRE PROGRAM DESCRIPTION

Project FIRE (Facilitating Integration and Re-Entry Experience) was established in 1972 with a grant from the Connecticut Planning Committee on Criminal Administration. The initial focus was the provision of a community based non-residential program of supportive services to individuals who had participated in Connecticut institutional drug treatment programs. Project FIRE presently operates 5 community offices and has included alcohol abuse clients since 1974.

2.1 GOALS AND OBJECTIVES

In 1972, all Department of Correction treatment programs for alcohol and drug abuse clients were within the correctional facilities. The re-entry into the community was then perceived by Department officials as a critical stage for addict/offenders and FIRE was designed to address client problems in housing, employment, education, family and community relationships, and drug or alcohol dependency.

The overall goal of Project FIRE is to reduce the recidivism of ex-offenders/addicts. The recidivism includes both potential criminal behavior and return to drug or alcohol abuse. In achieving the overall goal, objectives include:

- o Employment development
- o Vocational training
- o Group counseling
- o Individual counseling
- o Educational development
- o Assistance in obtaining community services
- o Cooperation with related agencies
- o Utilization of paraprofessional staff

2.2 STAFFING AND ORGANIZATION

Project FIRE is administered by the Addiction Services Division of the Connecticut Department of Correction. Table 2-1 shows the staffing and organizational structure for December of 1975. All positions are filled with full-time Department of Correction employees.

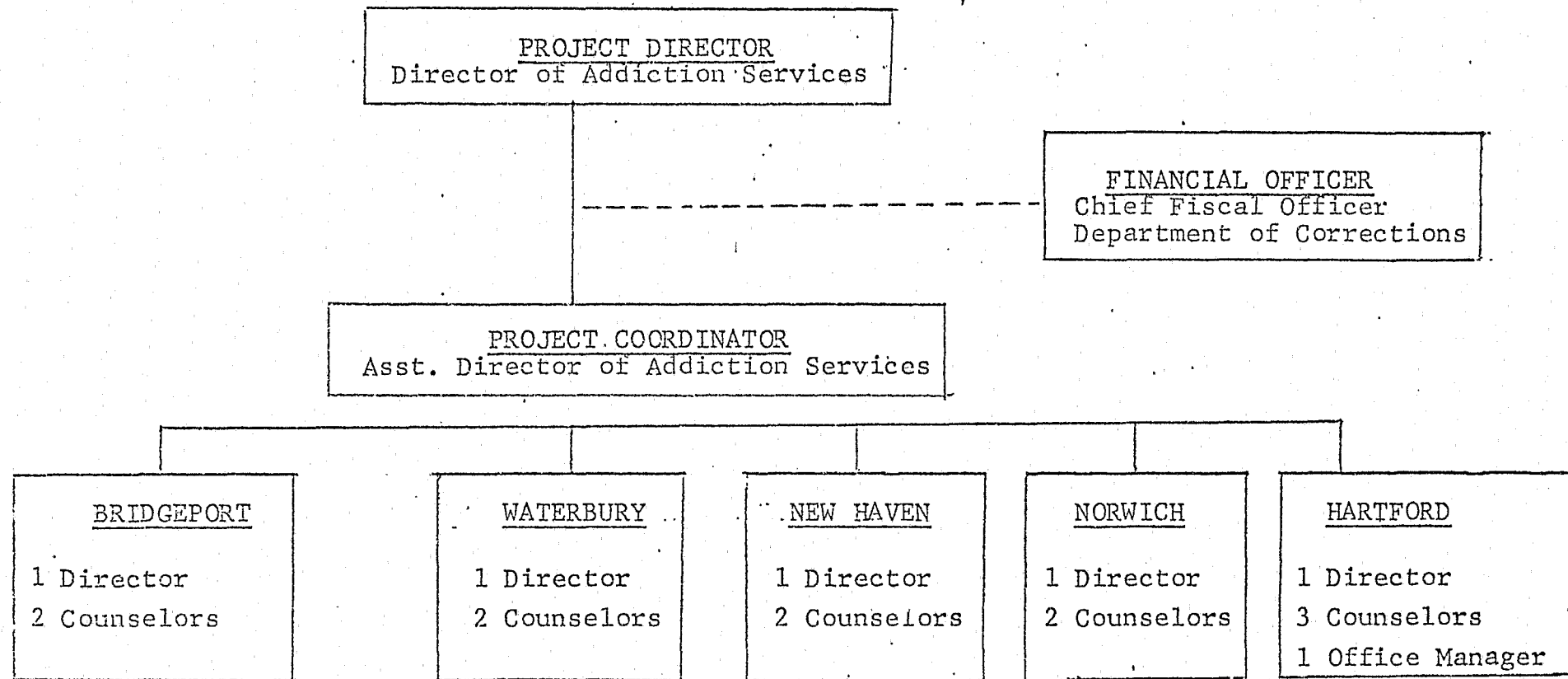


TABLE 2-1

FIRE Staffing and Organization Chart

Table 2-2 shows the historical staffing of Project FIRE. Each FIRE Office typically has a director and 2 counselors.

TABLE 2-2
FIRE Staffing, 1972-75

	Norwich	Waterbury	Hartford	Bridge- port	New Haven	Asst. Dir.	Total
1972							
3rd Quarter			1				1
4th Quarter			2		2		4
1973							
1st Quarter			2		2		4
2nd Quarter			4	2	2		8
3rd Quarter			3	1	2		6
4th Quarter			3	2	3	1	9
1974							
1st Quarter			3	3	3	1	10
2nd Quarter			3	3	3	1	10
3rd Quarter	1	1	4	3	3	1	13
4th Quarter	1	1	4	3	3	1	13
1975							
1st Quarter	1	1	4	3	3	1	13
2nd Quarter	2	3	4	3	3	1	16
3rd Quarter	2	3	4	3	3	1	16
4th Quarter	3	3	5	3	3	1	18

2.3 PROJECT ACTIVITIES

The activities of the FIRE offices can be separated into pre-release, client assistance and coordination with community agencies. Table 2-3 displays the major indicators of these activities

TABLE 2-3

Average Monthly Activities, 1975

	Nor- wich	Water- bury	Hart- ford	Bridge- port	New Haven	Total
<u>Pre-Release</u>						
Visits to Corrections Facilities	16	12	21	17	29	95
<u>Client Assistance In Program</u>						
Group Sessions	1	1	6	2	8	18
Individual Sessions	61	36	56	93	103	349
Family Counseling	10	9	3	4	8	34
<u>Surveillance</u>						
Urine Specimens	19	15	34	53	52	173
<u>Community Agency Co- ordination</u>						
Outside Contacts	73	25	51	67	58	274

2.3.1 Pre-Release

An important program aspect is the FIRE preparation and coordination prior to the release of a new client. Clients are admitted to the program on the basis of prior drug or alcohol abuse, need for FIRE services and/or parole stipulation.

FIRE personnel identify potential clients through alcohol and drug counselors in the Institutions at Niantic, Enfield, Somers and Cheshire. Potential clients are interviewed at the Institutions prior to their release. Clients are frequently transferred to Centers close to their communities for community programs such as work release prior to their release. FIRE personnel maintain contact with potential clients at the Centers or Institutions and provide services in anticipation of education, employment and housing needs.

2.3.2 Program Services

Clients are provided individualized attention by FIRE personnel. Interviewed clients stressed the concern and dedication shown by FIRE staff. Individual counseling sessions are the means used to determine client needs and assets.. Assistance in employment is a major focus.

The FIRE Offices vary in the utilization of group sessions and family counseling. Norwich and Waterbury provide substantially more family counseling and fewer group sessions than the other offices.

FIRE uses three designations of status for clients. Active clients are those who are in the program and participate on a regular basis. Inactive clients are those who successfully complete active participation and may require occasional assistance. Splitees are those who left the program unsatisfactorily and includes left without notice, arrested, detained and dropped out without FIRE concurrence.

2.3.3 Agency Coordination

FIRE personnel maintain contacts with employment services, parole offices, PREP contractors and other agencies providing services to clients. Approximately 25% of all outside contacts are for the purpose of obtaining employment for FIRE clients and 20% are contacts with parole.

2.4 CASELOADS AND CLIENT CHARACTERISTICS

A format for maintaining consistent FIRE office data was designed and implemented in 1974. Data was maintained on a monthly basis and includes client information and FIRE activities information. Table 2-4 shows the size of active case-loads at the end of the Quarter for part of 1974 and all of 1975.

TABLE 2-4

Active Caseloads

	Norwich	Water- bury	Hartford	Bridge- port	New Haven	Total
1974						
3rd Quarter	0	6	25	9	19	59
4th Quarter	4	12	34	15	9	74
1975						
1st Quarter	10	11	26	14	16	77
2nd Quarter	15	11	28	21	22	97
3rd Quarter	19	14	24	22	20	99
4th Quarter	20	22	24	29	22	117

Active caseloads have steadily increased since the beginning of the program. The size of the caseload relative to the staff has also increased as shown in Table 2-5. In mid-1974 there were 5 clients for each staff person. By the end of 1975 the ratio was 7 per staff person.

TABLE 2-5

Caseload to Staff Ratios

	Norwich	Water- bury	Hartford	Bridge- port	New Haven	Total
1974						
3rd Quarter	0	6	6	3	6	5
4th Quarter	4	12	9	5	3	6
1975						
1st Quarter	10	11	7	5	5	6
2nd Quarter	8	4	7	7	7	6
3rd Quarter	10	5	6	7	7	7
4th Quarter	7	7	5	10	7	7

Table 2-6 shows client intake and flow. Table 2-6a shows time in program. A listing of 225 not active clients provided client information on time in program and other items. The turnover calculation for 1975 is based on the average size of the caseload (active clients) and the annual intake. Time in the program shows an increase from the not active sample to the '75 calculation of 5 months up to 5.5 months. The time in program for the FIRE Offices ranges from approximately 4 months for Bridgeport to almost double for Hartford.

TABLE 2-6

Client Flows and Caseloads

	Norwich	Waterbury	Hartford	Bridgeport	New Haven	Total
Admissions '75	38	24	40	67	47	216
Active Clients						
12/75	20	22	24	29	22	117
Highest	21	22	34	29	25	117
Average	16	15	26	22	20	99

TABLE 2-6a

Time in Program and Turnover Time (Months)

Sample-Not Active						
Inactive	6.2	3.4	9.2	4.2	5.8	6.0
Splittees	2.3	2.2	4.8	3.4	4.0	3.7
Both	3.8	2.8	7.5	3.8	5.1	5.0
Turnover '75	5.0	7.5	7.8	3.9	5.1	5.5

Project FIRE initially dealt only with a drug abuse clientele. Table 2-7 shows that the listing of not active clients (which reflects the caseload from 1972 to mid-1975) consisted of less than 10% alcohol abuse clients. In December of 1975, over a quarter of the clients had previous alcohol problems. The FIRE offices show varying levels of alcohol

caseloads. Norwich is high with 35% and Bridgeport is low with 10%.

TABLE 2-7

Type of Client, Drug or Alcohol

	Norwich	Water- bury	Hart- ford	Bridge- port	New Haven	Total
Sample- Not Active						
Drug	9	14	50	63	68	204
Alcohol	4	6	2	7	2	21
% Alcohol	30.8%	30.0%	3.8%	10.0%	2.9%	9.3%
December, 1975- Active						
Drug	13	17	14	26	15	85
Alcohol	7	5	10	3	7	32
% Alcohol	35.0%	22.7%	41.7%	10.3%	31.8%	27.4%

Table 2-8 shows miscellaneous client characteristics as derived from the not active sample. Median age is 24.5 years. Most of the FIRE clients are on parole (with an estimated 50% stipulated to participate in FIRE by the Parole Board) and approximately 71% participated in drug or alcohol programs while in correctional facilities.

TABLE 2-8

Client Characteristics, Sample - Not Active

Median Age

Inactive	24.3 years
Splittees	24.7 years
Combined	24.5 years

Type of Release

	Number	% of Total
Parole	182	83.9%
Expiration of Sentence	26	12.0%
Probation	9	4.1%

% Participated in Institutional Program

Splittees	69.3%
Drug Clients	71.0%
Alcohol Clients	81.0%
Total	71.6%

2.5 EMPLOYMENT

Few clients have jobs awaiting them upon their release from correctional facilities. Table 2-9 shows the employment status of 52 not active clients of the Hartford Office. Upon entry into the FIRE program, 82.7% of the clients are unemployed.

During their stay in the program there are 40.4% of the clients who do not obtain jobs and 55.8% are unemployed upon leaving FIRE. FIRE personnel help 53.5% of the unemployed clients to find jobs.

TABLE 2-9

Client Employment Status, Hartford FIRE

<u>Program Entry</u>	<u>Inactive Clients</u>	<u>Splittee Clients</u>	<u>Total</u>
Employed	6	3	9
Unemployed	23	20	143
Total	29	23	52
Unemployment Rate	79.3%	87.0%	82.7%
<u>In Program</u>			
Employed	22	9	31
Unemployed	7	14	21
Total	29	23	52
Unemployment Rate	24.1%	39.1%	40.4%
Aided by FIRE	16	7	23
Aided as % of Unemployed	69.6%	35.0%	53.5%
<u>Departure</u>			
Employed	19	4	23
Unemployed	10	19	29
Total	29	23	52
Unemployment Rate	34.5%	82.6%	55.8%

Splittee Clients (clients who did not complete the FIRE Program) have in-program and departure unemployment rates that are substantially higher than those of the clients completing the program.

SECTION 3

FIRE CLIENT PERFORMANCE

Project FIRE is a well-managed, vigorous effort to aid drug and alcohol clients to adjust to their communities upon release from corrections facilities. Staff is dedicated and clients have attested to the real assistance provided them through the program.

The overall goal of Project FIRE, nonetheless, is to affect recidivism, both return to crime and return to alcohol or drug abuse. Recidivism is behavior that was measured for in-program performance with only inter-office comparisons and was contrasted with a control group for overall post release performance.

3.1 IN-PROGRAM PERFORMANCE

Directors of the five FIRE Offices provided in-program performance information on 225 clients who were in the program during the period 1972 through mid-1975. Table 3-1 presents a summary of the performance data. Slightly less than 50% of the caseload left the program as splitees. Splitees in some cases actually split or left without notice. Some, arrested and detained, were unable to maintain positive program contact. In many cases clients simply dropped out of the FIRE Project as opposed to abscond from parole or the program. The term splitee is ambiguous and its application varies between FIRE offices.

TABLE 3-1

In-Program Client Performance Summary

Total	<u>225</u>	
Inactive	124	
Splitees	<u>101</u>	
Splitees, Arrested	39	
Inactive, Arrested	<u>8</u>	
Total Arrested	47	
Convicted	20	
Sentenced		13
Fined or Probation		7
Absconded	2	
Awaiting Trial	2	
Disposition Unknown	17	
Dismissed or Nolled	6	

Table 3-1 indicates that an estimated 38.6% of splitees were actually arrested while in the FIRE Project, conversely, 61.4% had not been adversely involved in the criminal justice system or detected during the program stay.

Table 3-2 shows client performance by FIRE Offices. The proportion of clients classified as splitees by each office are not statistically significantly different from the 44.9% for FIRE as a whole. Norwich shows an unusually high arrest rate.

TABLE 3-2

In-Program Client Performance, By Office

	Norwich	Water- bury	Hart- ford	Bridge- port	New Haven	Total
Total	13	20	52	70	70	225
Split %	61.5	50.0	40.4	48.6	40.0	44.9
Arrested %	38.5	10.0	15.4	18.6	27.1	20.9
Convicted %	-	7.7	13.5	16.7	10.2	8.9
Incarcerated	-	5.0	3.8	7.4	3.9	5.8

Directors were asked to specify which of the clients had returned to drug or alcohol dependency while in the program. Interpretation of "dependency" varied and criteria for specification were not given (example: use of hearsay to classify a client). Table 3-3 shows the results of this data. While the Hartford data appears to be inconsistent with the other offices, it is clear that alcohol clients recidivated at a higher rate than the drug clients.

TABLE 3-3

Return to Drug or Alcohol Abuse

	Nor- wich	Water- bury	Hart- ford	Bridge- port	New Haven	Total
Total	13	20	52	70	70	225 ⁽¹⁾
Return to Abuse	5	4	2	8	14	33
Return as % of Total	38.5%	20.0%	3.8%	11.4%	20.0%	14.7%
Drug Abuse Clients	8	13	49	62	66	198
Return to Drug Abuse	2	2	2	5	12	23
As % of Drug Clients	25.0%	15.4%	4.1%	8.1%	18.2%	11.3%
Alcohol Clients	4	6	2	7	2	21
Return to Alc. Abuse	3	2	0	3	2	10
As % of Alcohol Clients	75.0%	33.3%	0	42.9%	100.0%	47.6%

(1) Includes 6 clients classified as both Drug and Alcohol.

3.2 CLIENT POST RELEASE PERFORMANCE

The overall goal of Project FIRE is to reduce criminal recidivism of its clients. This goal is the primary reason for the funding received from the Connecticut Planning Committee on Criminal Administration.

A follow-up of clients and a control group was conducted to determine if Project FIRE actually reduced recidivism. Comparisons of client performance were also conducted between FIRE offices.

3.2.1 Design

A list of 225 FIRE clients who were in the program between 1972 and mid-1975 was obtained from the five FIRE offices. FIRE Directors noted the contacts the clients had with the criminal justice system when known. Women clients and clients with alcohol problems were removed from the list in order to better define the FIRE group. Computerized, descriptive and tracking information was obtained for 202 clients.

(1)

The control group was defined as male offenders at Cheshire, Enfield or Somers who had previous drug problems and were potential FIRE clients. Project FIRE personnel maintained lists of interviews with candidates for the program beginning in July of 1974. This list was screened and actual FIRE clients were removed. Candidates who had alcohol or undetermined addiction problems were also removed. Descriptive and tracking information was obtained for 66 clients in the control group.

3.2.2 Performance, 12 Months

A few of the FIRE clients were released on parole in March of 1972, a total of 48 months in the community from time of release to the obtaining of criminal tracking information. The minimum time in the community for FIRE clients was 6 months. The control group, however, had release times ranging from 2 months to 20 months.

- (1) The only true control and experimental groups require twins from identical environments. Such an experimental design is impossible in the corrections setting and the control group designated herein is necessarily a compromise.

To provide a first cut of performance for the two groups, incidents which occurred within the first year (arrests, technical violations and absconding) were noted and other status determined. Table 3-4 presents this information. In the case of the FIRE group, computerized information was supplemented with the FIRE Directors' knowledge of incidents.

TABLE 3-4

Performance Status, 12 Month Period

	FIRE		CONTROL	
	Number	% of Total	Number	% of Total
Without Incident	147	72.2	43	63.2
Arrested, Released (1)	5	2.5	2	2.9
Arrested, Convicted				
Fined	3	1.5	0	
Probation	1	.5	0	
Sentenced	28	13.8	7	10.3
Arrested, Awaiting Trial				
Bond	4	2.0	3	4.4
Detained	9	4.5	8	11.8
Technical Violator	3	1.5	5	7.4
Parole Absconder	2	1.0	0	
Total	202	100.0	68	100.0

(1) Includes not prosecuted and not guilty

Table 3-5 presents a summary of client status. The control group shows a higher recidivism rate in all categories.

TABLE 3-5

Status Summary, 12 Month Period

	<u>FIRE</u>	<u>CONTROL</u>
Arrested	24.8%	29.4%
Incarcerated ⁽¹⁾	19.8%	29.5%
Parole Violator ⁽²⁾	2.5%	7.4%
All Incidents	27.2%	36.8%

(1) Includes sentenced, detained and technical violators.

(2) Includes technical violators and parole absconders

3.2.3 Performance Through Time

While the overall rates of the FIRE group for the first 12 month period are somewhat better than those for the Control Group, statistical conclusions are not drawn from this information since some Control clients had only 2 months time in the community compared to 6 months minimum for FIRE clients.

This data does provide a cumulative rate of recidivism through time. The first two columns of Table 3-6 and 3-7 show the number of individuals at the beginning of each month who had no incident and the number of incidents for the month. Incidents include arrests, technical violations and parole absconding. Individuals who were not in the community for the months noted are excluded from subsequent time periods as are those that had an incident. From this data, a cumulative rate of incidents was calculated.¹ For the FIRE program group, the rate is shown up to the 24th month at which time there were 53 clients who had been in the community for 24 months with no incidents. The rate is shown for 20 months for the Control group. Figure 3-1 graphs the rates.

¹The number of clients for each month excludes those who have not been in the community for that number of months and those who previously had an incident. The cumulative percentage of incidents is then estimated by increasing the size of the base and cumulative incidents through inclusion of the estimated cumulative number of those involved in incidents in the previous months. The formula for calculating this cumulative incident rate is shown below:

$$CPI_n = \frac{\frac{(NI_n)(CPI_{n-1})}{CPNI_{n-1}} + I_n}{\frac{(NI_n)(CPI_{n-1})}{CPNI_{n-1}} + NI_n}$$

Where: CPI = cumulative proportion with incidents

NI = actual number without incidents

CPNI = cumulative proportion without incidents

I = actual number with incidents

TABLE 3-6

FIRE Program Group, Incidents Through Time

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>Incidents</u>	<u>No Incidents</u>	<u>Cumulative Incidents</u>	<u>Base</u>	
1	7	202	7.0	202.0	3.5
2	5	195	12.0	202.0	5.9
3	4	190	16.0	202.0	7.9
4	10	186	26.0	202.0	12.9
5	6	176	32.0	202.0	15.8
6	3	170	34.9	201.9	17.3
7	6	166	40.7	200.7	20.3
8	4	157	44.0	197.0	22.3
9	3	152	46.6	196.6	23.8
10	0	147	45.9	192.9	23.8
11	3	140	47.7	184.7	26.0
12	4	132	50.4	178.4	28.3
13	8	127	58.1	177.1	32.8
14	3	114	58.6	169.6	34.5
15	1	109	58.5	166.5	35.1
16	2	98	55.0	151.0	36.4
17	5	90	56.2	141.2	39.8
18	1	78	52.6	129.6	40.6
19	4	73	53.9	122.9	43.9
20	0	65	50.8	115.8	
21	0	64	50.1	114.1	
22	0	57	44.6	101.6	
23	0	54	42.3	96.3	
24	0	53	41.5	94.5	

TABLE 3-7

Control Group, Incidents Through Time

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>Incidents</u>	<u>No Incidents</u>	<u>Cumulative Incidents</u>	<u>Base</u>	
1	3	68	3.0	68.0	4.4
2	5	65	8.0	68.0	11.8
3	2	58	9.8	65.8	14.9
4	1	54	10.5	63.5	16.5
5	6	49	15.7	58.7	26.7
6	2	41	16.9	55.9	30.2
7	1	35	16.2	50.2	32.3
8	1	31	15.8	45.8	34.5
9	1	29	16.3	44.3	36.8
10	2	20	13.6	31.6	43.0
11	1	14	11.6	24.6	47.2
12		12	10.7	22.7	47.2
13		10	8.9	18.9	47.2
14		8	7.2	15.2	
15		6	5.4	11.4	
16		3	2.7	5.7	
17		2	1.8	3.8	
18		2	1.8	3.8	
19		2	1.8	3.8	
20		0			

Cumulative Percentage of Incidents According to Time
Figure 3-1

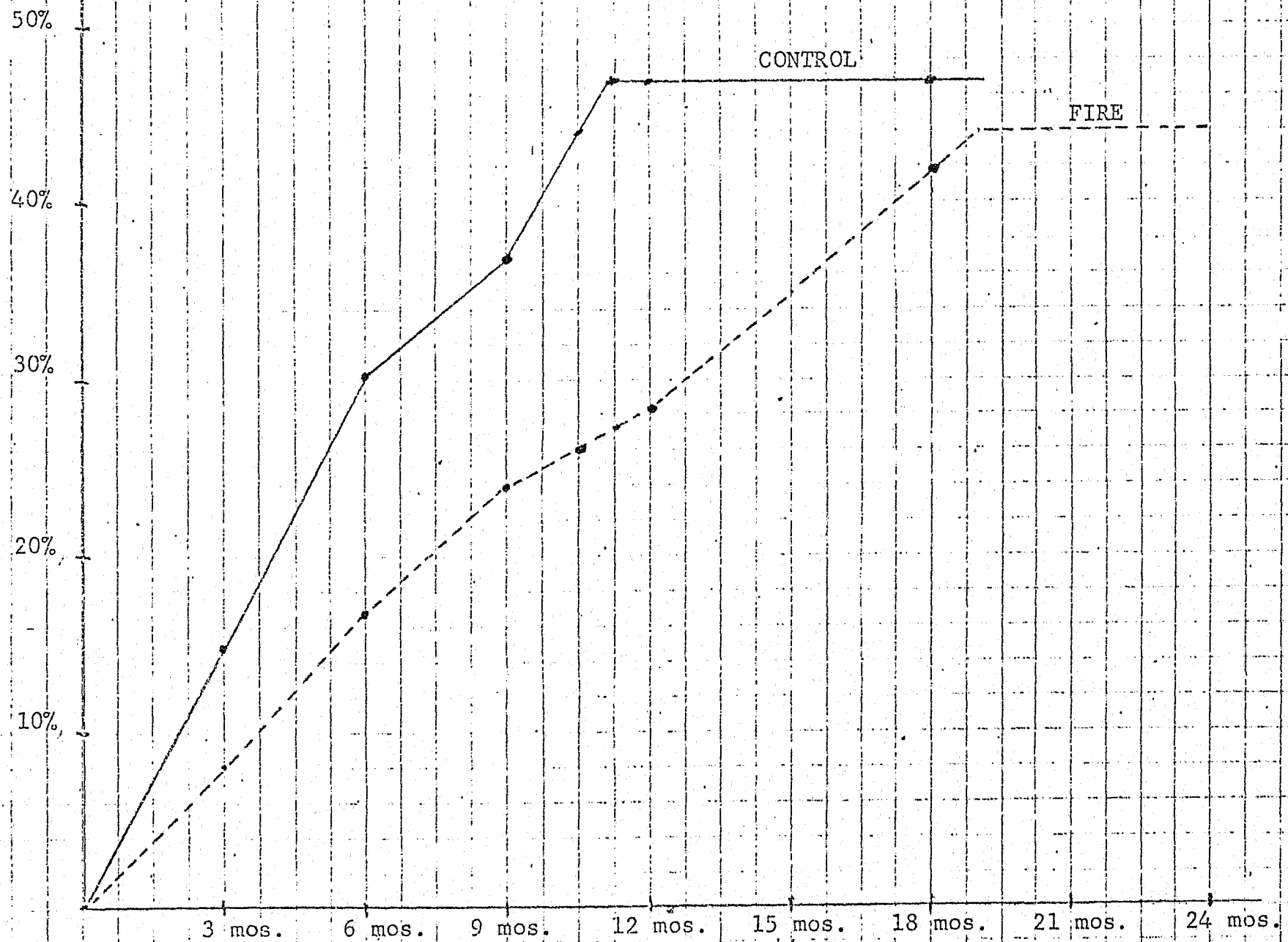


Table 3-8 summarizes this performance at 3 month intervals. For the first 18 months the FIRE group had a better performance than the Control group. Statistically, the difference is significant for the first 12 months. The number of clients in both groups declined to the point that the difference could be due to expected sample differences after the 12th month.

TABLE 3-8

Summary of Performance, Incidents Through Time
FIRE and Control Groups

<u>Month</u>	<u>FIRE</u>	<u>Control</u>	<u>Stat. Difference</u>	<u>Level of Sig.</u>	<u>FIRE Performance</u>	
					<u>Gross</u>	<u>Statistical</u>
3	7.9%	14.9%	Yes	.05	Better	Better
6	17.3%	30.2%	"	"	"	"
9	23.8%	36.8%	"	"	"	"
12	28.3%	47.2%	"	"	"	"
15	35.1%	47.2%	No	-	"	No Difference
18	40.6%	47.2%	No	-	"	"

3.2.4 Comparative Performance

Tables 3-9 through 3-13 show the cumulative rate of incidents for each of the FIRE offices for the 1st 12 months on release.

TABLE 3-9

Hartford FIRE, Incidents Through Time

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>Incidents</u>	<u>No Incidents</u>	<u>Cumulative Incidents</u>	<u>Base</u>	
1	1	45	1.0	45.0	2.2
2		44	1.0	45.0	2.2
3	1	44	2.0	45.0	4.4
4	3	43	5.0	45.0	11.1
5		40	5.0	45.0	11.1
6	1	40	6.0	45.0	13.3
7	2	39	8.0	45.0	17.8
8	1	37	9.0	45.0	20.0
9		36	9.0	45.0	20.0
10		36	9.0	45.0	20.0
11	1	35	9.8	43.8	22.4
12		34	9.8	43.8	27.4

TABLE 3-10

Norwich FIRE Incidents Through Time

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage Of Incidents</u>
	<u>Incidents</u>	<u>No Incidents</u>	<u>Cumulative Incidents</u>	<u>Base</u>	
1		10		10.0	6.0
2	2	10	2	10.0	20.0
3	1	8	3	10.0	30.0
4		7	3	10.0	30.0
5	1	7	4	10.0	40.0
6	1	6	5	10.0	50.0
7		5	5	10.0	50.0
8		5	5	10.0	50.0
9		5	5	10.0	50.0
10		5	5	10.0	50.0
11		4	4	8.0	50.0
12		4	4	8.0	50.0

TABLE 3-11

Bridgeport FIRE, Incidents Through Time

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>Incidents</u>	<u>No Incidents</u>	<u>Cumulative Incidents</u>	<u>Base</u>	
1	5	62	5.0	62.0	8.1
2	1	57	6.0	62.0	9.7
3	1	56	7.0	62.0	11.3
4	1	56	8.0	62.0	12.9
5	1	54	9.0	62.0	14.5
6		53	9.0	62.0	14.5
7	2	52	10.8	60.8	17.8
8	1	49	11.6	59.6	19.5
9	3	47	14.4	58.4	24.7
10		44	14.4	58.4	24.7
11		41	13.4	54.4	24.7
12	2	37	14.1	49.1	28.7

TABLE 3-12

Waterbury FIRE, Incidents Through Time

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>Incidents</u>	<u>No Incidents</u>	<u>Cumulative Incidents</u>	<u>Base</u>	
1	1	19	1.0	19.0	5.3
2		18	1.0	19.0	5.3
3		18	1.0	19.0	5.3
4		18	1.0	19.0	5.3
5		18	1.0	19.0	5.3
6		18	1.0	19.0	5.3
7	1	18	2.0	19.0	10.5
8	1	16	2.9	17.9	16.2
9		15	2.9	17.9	16.2
10		14	2.7	16.7	16.2
11	2	14	4.7	16.7	28.1
12	1	12	5.7	16.7	34.1

TABLE 3-13

New Haven FIRE, Incidents Through Time

<u>Months</u>	<u>Actual</u>		<u>Estimated</u>		<u>Cumulative Percentage of Incidents</u>
	<u>Incidents</u>	<u>No Incidents</u>	<u>Cumulative Incidents</u>	<u>Base</u>	
1		66	0.0	66.0	0.0
2	2	66	2.0	66.0	3.0
3	1	64	3.0	66.0	4.5
4	6	63	9.0	66.0	13.6
5	4	57	13.0	66.0	19.7
6	1	53	14.0	66.0	21.2
7	1	52	15.0	66.0	22.7
8	1	50	15.7	64.7	24.3
9		49	15.7	64.7	24.3
10		48	15.4	63.4	24.3
11		46	14.8	60.8	24.3
12	1	45	15.4	59.4	25.9

Table 3-14 shows the rate of incidents at 3 month intervals for FIRE offices and Control. Statistically, the Norwich and Waterbury rates show as not different when compared to the Control group. The Norwich rate is higher than that of FIRE as a whole.

TABLE 3-14

Summary of Performance, Incidents Through Time
FIRE Offices

Month	Norwich	Water- bury	Hart- ford	Bridge- port	New Haven	FIRE Total	Control
3	30.0%	5.3%	4.4%	11.3%	4.5%	7.9%	14.9%
6	50.0%	5.3%	13.3%	14.5%	21.2%	17.3%	30.2%
9	50.0%	16.2%	20.0%	24.7%	24.3%	23.8%	36.8%
12	50.0%	34.1%	27.4%	28.7%	25.9%	35.1%	47.2%

3.2.5. Group Characteristics

The Control group was derived from interviewed potential clients in correctional institutions who had previous drug problems. A possibility exists that the FIRE and Control groups, while similar in demonstrated interest in the FIRE program and previous drug history, differed in other characteristics which could affect group recidivism rates.

Computerized descriptive information was obtained on individuals of both groups. Table 3-15 summarizes the information.

TABLE 3-15
Summary of Characteristics

	FIRE	Control	Statistical Difference	Level of Significance
<u>Race</u>				
% Black	59.2%	50.0%	No	-
% White	34.3%	38.3%	No	-
% Puerto Rican	6.5%	11.7%	Yes	10.0%
<u>Median Age</u>	23 yrs	21 yrs.	Yes	5.0%
<u>Average School Years</u>	10.3 "	9.6 "	No	-
<u>Per Cent Single</u>	61.5%	71.7%	Yes	10.0%
<u>Per Cent Unemployed at Arrest</u>	75.5%	54.4%	Yes	.2%
<u>Per Cent Previously Incarcerated</u>	77.0%	61.7%	Yes	1.0%
<u>Distribution of Major Offense Categories</u>				
Property Crimes	56.3%	47.2%	No	-
Crimes Against Persons	16.4%	17.0%	No	-
Non-Victim and Other Crimes	27.3%	35.8%	No	-

Racial composition of the groups differed slightly in the proportion of Puerto Ricans with the Control group having more. The FIRE group was older and had fewer single persons.

The FIRE group unemployment rate upon arrest was higher and may reflect the FIRE clients perceived need for assistance in obtaining work. A higher percentage of FIRE clients had been previously incarcerated although the distribution of major offenses were similar.

Characteristics of the FIRE group which may tend towards recidivism are the unemployment rate and previous incarceration. However, the FIRE group was older and married which would have the opposite tendency.

Table 3-16 shows the distribution of offenses for the FIRE and Control groups. While the proportion involved in crimes against persons were similar, FIRE clients included homicide and rape offenders.

TABLE 3-16
Distribution of Offenses

	<u>Number</u>		<u>Distribution</u>	
	<u>FIRE</u>	<u>Control</u>	<u>FIRE</u>	<u>Control</u>
Homicide	2	0	1.6%	-
Assault	10	8	7.8%	15.1%
Rape	5	0	3.9%	-
Robbery	31	11	24.2%	20.8%
Burglary	22	9	17.2%	17.0%
Larceny	15	5	11.7%	9.4%
Narcotics	17	12	13.3%	22.6%
Parole/Probation Violation	6	2	4.7%	3.8%
Forgery	3	0	2.3%	-
Escape	4	0	3.1%	-
Other	<u>13</u>	<u>6</u>	<u>10.2%</u>	<u>11.3%</u>
	128	53	100.0%	100.0%

SECTION 4

FINDINGS AND RECOMMENDATIONS

Project FIRE is a fully operational program of five regional offices providing services to facilitate integration and re-entry of offenders with drug or alcohol abuse problems. FIRE services not only reduce potential for recidivism, but aid the client to become a self-supporting and contributing member of the community.

4.1 PROGRAM CHARACTERISTICS

Project FIRE is achieving stated objectives to provide services, counsel clients, coordinate and cooperate with related agencies, and utilize paraprofessional staff. The staff is dedicated and highly professional. The overall organization is cohesive and in accord with Project goals and objectives. Staff discussions of priorities, strategies and tactics are intense and constructive. Project FIRE has become an integral part of the Department of Correction's efforts to assist the addicted offender in readjusting to the community.

Identification and pre-release contact with clients in correctional facilities is a substantial portion of the staff effort. Each of the five offices visits a correctional facility on approximately a daily basis.

Client counselling consists of group, individual and family sessions. Individual counselling predominates with each client having approximately once a week sessions. Three of the FIRE Offices hold group sessions only once or twice a month.

Employment development is an important focus for Project FIRE. Client unemployment rates are high; the Hartford Office rate is 82.7% of incoming clients. An estimated 50% of unemployed clients obtain jobs through FIRE staff.

Assistance consists of identification of employers who will hire ex-offenders, job interview counseling, and direct support in job interviews.

Active caseloads have doubled over an 18 month period. In December of 1975, the total active caseload was 117. Caseload to staff ratios have increased to 7 for December, 1975. The size of caseload is directly related to the extent of individual attention and services that FIRE staff can provide. Residential programs have caseload to staff ratios of 2 as compared to 7 for FIRE. Some residential programs provide support services comparable to those of FIRE. Parole and probation caseloads ratios of 40 and above are essentially supervision and processing for violation caseloads with little or no services provided.

FIRE clients remain in the program for approximately 5.5 months. The Bridgeport Office has the shortest stay at 3.9 months. Hartford has a stay twice as long at 7.8 months.

Clients with previous alcohol problems constitute a larger portion of the caseload at 27.4% for December, 1975. The proportion is increasing.

4.2 CLIENT PERFORMANCE

Clients who successfully complete the program are placed on inactive status. Others are termed "Splitees". Splitees constituted 44.9% of the not active clients; 38.6% of Splitees were arrested while still in the FIRE program.

Return to drug or alcohol abuse while in program was 14.7%. The rate for drug clients was 11.3%. The rate for alcohol clients was 47.6% or 10 of 21 clients. The rate for alcohol clients is substantially higher.

Criminal recidivism calculated as arrests, technical violators and parole absconders was reduced for FIRE clients as compared to a Control group consisting of men released from

Correctional Institutions with a previous history of drug abuse who were interviewed as potential FIRE clients. Recidivism for the FIRE clients at the end of 12 months after release was 28.3% as compared to 47.2% for the Control group. This difference in rates is statistically significant at the 5% level.

In-program and overall post-release performance was compared for the FIRE Offices. The newer offices of Norwich and Waterbury have higher recidivism rates than the other Offices.

4.3 PROGRAM ISSUES

While Project FIRE is accomplishing its stated goals and objectives and providing services in a dedicated and highly professional manner, several issues can be addressed which may affect operating effectiveness.

Staff allocation of time to pre-release activities (particularly institutional visits), individual and family counselling as compared to group counselling, and counselling of alcohol as compared to drug clients should be reviewed periodically. Staff should be alert to differences in allocation of time between Offices and adopt those approaches which provide more payoff with respect to use of staff time.

Office caseloads have been increasing, but caseload to staff ratios range from 5 for Hartford to 10 for Bridgeport. Length of stay in program is high in Hartford with 7.8 months and low at Bridgeport with 3.9 months. Client performance measures are similar for both Offices. This indicates that increased caseloads and shorter program stays may not affect client performance adversely, other program factors being equal. The major program concern is to determine the optimum caseload and minimum program stay at which client performance is not adversely affected.

Monthly statistics generated by the FIRE Offices are excellent

and indicate caseload levels, status of clients, and level of staff activity. The use of "Splitee" to designate unsuccessful program completion is somewhat misleading and other designation categories could be used to describe status upon leaving the FIRE program. Return to alcohol or drug abuse by clients should also be recorded.

The increasing proportion of FIRE clients who previously had alcohol problems will affect the program. Return to alcohol abuse is higher than return to drug abuse. Counselling and treatment techniques will differ. Size of optimum case-loads and minimum program stay will be affected.

4.4 EVALUATION ISSUES

This evaluation addressed the issue of overall program effectiveness with emphasis on client recidivism. Project FIRE is unconditionally effective in reducing client recidivism over the first 12 months of release and provides positive assistance to clients in their adjustment to the community.

Project FIRE could benefit from continuing evaluation and major issues include:

- o Effect of program after 12 months and detailed analysis of incidents
- o Effect of increased caseloads and/or reduced program stay on client recidivism
- o Effect of increasing alcohol caseloads
- o Effect of allocation of staff time to program activities

SECTION 5

PROJECT ACT

PROJECT DESCRIPTION AND EVALUATION RECOMMENDATIONS

Project ACT was established in 1974 to provide alcohol counseling and treatment in all institutions and centers of the Department of Correction. A grant from the Connecticut Planning Committee on Criminal Administration provided necessary funding to initiate Project ACT. The third year of CPCCA support will end June 30, 1977.

The Connecticut Department of Correction manages ten facilities. Three of these are Correctional Institutions for sentenced offenders. The remaining seven house detentioners and sentenced offenders. Alcohol Counseling and Treatment programs are conducted at all the facilities through the Department's Addiction Services Division.

ACT activities at the facilities include:

- o Identification of program clients
- o Diversion of Detentioners to Community Programs (except at Correctional Institutions)
- o Coordination of Alcoholics Anonymous meetings
- o Individual counseling
- o Group sessions
- o Film presentations
- o Coordination with Correctional Staff
- o Coordination with community programs
- o Referral to Project FIRE and other community programs.

5.1 PROGRAM DEVELOPMENT

The Connecticut State Alcohol Council has estimated that 30 to 40% of the 3,000 average daily incarcerated persons were alcoholics or had serious alcoholic problems. At intake into Connecticut facilities approximately 15 % of incoming inmates classify themselves as having alcohol problems.

Prior to the implementation of Project ACT, the only services available to incarcerated persons with alcohol problems were weekly Alcoholics Anonymous meetings. The scheduling and coordinating of these meetings depended upon the dedication of community AA organizations and their ability to gain access to the facilities.

No formal identification of offenders with alcohol problems was conducted and the facilities, especially the centers with detentioner populations were revolving doors for the alcoholic. The Department of Correction estimated that the cost of incarcerating persons with alcohol problems as a probable cause for their offenses or charges was \$1.3 million in 1973.

In 1974, Project ACT was established with the following goals:

- o Improve the process of screening and identifying alcohol abusers on entrance into the community correction centers and institutions
- o Direct inmates into community-based alcohol treatment whenever possible
- o Development and broaden treatment services within the centers and institutions
- o Establish and maintain good working relationships with AA groups and other community agencies which alcohol abusers, i.e. Department of Mental Health, Alcohol and Drug Dependence Division, Division of Vocational Rehabilitation
- o Provide adequate follow-up supportive services including counseling, job placement, in cooperation and coordination with Project FIRE, and other CPCA funded projects as P/PREP
- o Reduce recidivism of released alcohol abusers
- o Reduce the amount of crime committed by abusers
- o Discontinuation of alcohol abuse among clients

Table 5-1 shows the proportion of time dedicated to Project ACT at the ID facilities from July, 1974 to December, 1975. The staff level of effort is equivalent to approximately 6.8 full-time persons with 4 of the facilities served on a contract basis.

TABLE 5-1

ACT Staff at Facilities, Per Cent of Full Time

	<u>Bridge-</u> <u>port</u>	<u>Brook-</u> <u>lyn</u>	<u>Cheshire</u>	<u>Enfield</u>	<u>Hart-</u> <u>ford</u>	<u>Litch-</u> <u>field</u>	<u>Mont-</u> <u>ville</u>	<u>New</u> <u>Haven</u>	<u>Niantic</u>	<u>Somers</u>	<u>Total</u>	<u>Full Time</u> <u>Equivalent</u> <u>Staff</u>
1974												
3rd Quarter	0	0	0	0	100	0	0	0	0	0	100	1.0
4th Quarter	0	20	20 ⁽¹⁾	0	100	25	50 ⁽¹⁾	100	50	0	365	3.7
1975												
1st Quarter	0	20 ⁽¹⁾	20 ⁽¹⁾	100	100	25	50 ⁽¹⁾	100 ⁽¹⁾	50	0	465	4.7
2nd Quarter	100	30 ⁽¹⁾	20 ⁽¹⁾	100	100	25	50 ⁽¹⁾	100 ⁽¹⁾	50	100	675	6.8
3rd Quarter	100	30	20 ⁽¹⁾	100	100	40 ⁽¹⁾	50 ⁽¹⁾	100 ⁽¹⁾	50	100	690	6.9
4th Quarter	100	50	20 ⁽¹⁾	100	100	40 ⁽¹⁾	50 ⁽¹⁾	100 ⁽¹⁾	20	100	680	6.8

⁽¹⁾ Contract with agency outside of the Department of Corrections

Table 5-2 shows the proposed organization chart and staffing pattern for Fiscal Year 1977.

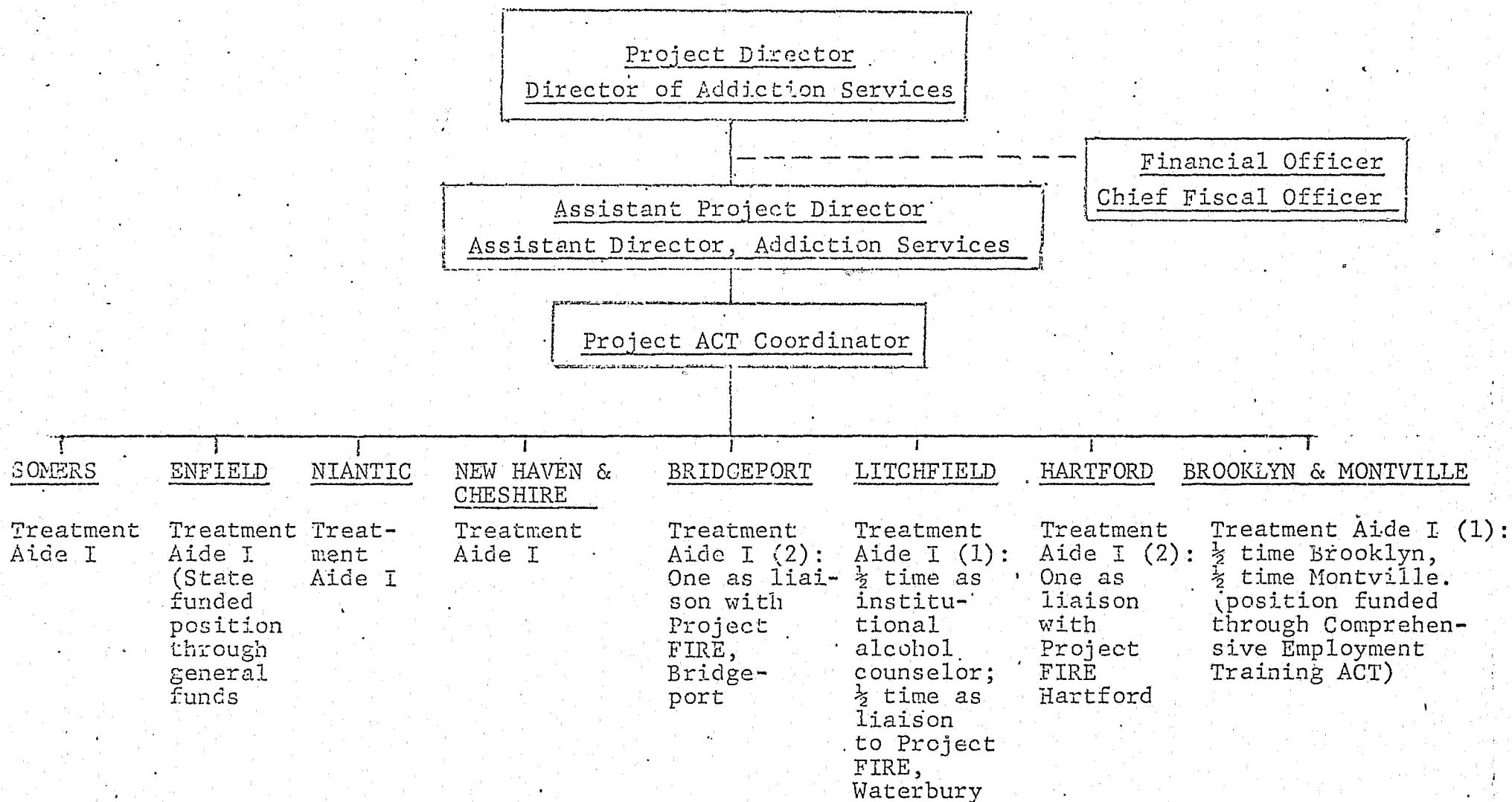


TABLE 5-2
Proposed ACT Staffing and
Organization for Fiscal Year 1977

Table 5-3 summarizes major program aspects of Project ACT from April 1975 to December 1975. The number of weekly program participants declined during this period and, combined with an increasing facilities population, resulted in a smaller proportion of the total population involved in ACT programming. The amount of program hours increased substantially and participants had a more intensive program experience. Program hours provided per facilities population also increased. Alcoholics Anonymous program hours increased, but became less in proportion of total program hours. This indicates a diversification of programming for the participants.

TABLE 5-3

ACT Program Summary

	April 1975	December 1975
Weekly Program Participants	407	336
Average Facilities Population	2,971	3,169
Participants as % of Population	13.7%	10.6%
Monthly Participant Program Hours	3,864 hrs	5,431 hrs
Program Hours per Population	1.3 hrs	1.7 hrs
AA Monthly Program Hours	2,944 hrs	3,789 hrs
AA as % of Total Program Hours	76.2%	69.8%

5.2 PROJECT PERFORMANCE

Project ACT was established to reduce the recidivism of released alcohol abusers. Recidivism consisted of return to crime and/or return to alcohol abuse. The means to affect recidivism consisted of:

- o Identification of alcohol abusers
- o Diversion of detentioners
- o Development of facility programs for alcohol abusers
- o Coordination and cooperation with AA and other community agencies
- o Coordination of follow-up services with Project FIRE and other community programs.

The eventual impact of Project ACT can be measured by recidivism. For the purpose of the evaluation, the focus was on the process aspects of Project ACT.

5.2.1 Staff Resources

Each of the Connecticut Facilities has unique features which affect the ACT facility program. Two facilities have long term sentenced offenders. One has youthful sentenced offenders and one has women detentioners and offenders. The Correctional Centers largely contain detained persons. They serve urban or rural areas and range in average daily populations from 43 to 400.

Table 5-4 shows the relationship of ACT staff to the size of the facility population and to monthly program participant hours. In December of 1975, 5 of the facilities had full-time alcohol counselors. Average monthly program participant hours averaged a high of 918 for Somers and a low of 135 for Litchfield.

Program hours provided per full-time staff indicates a relative level of effort. For example, staff members working half time at Montville provided an average of 375 participant hours. Conceivably, the staff member could have provided twice as much or 750 hours if involved full time. Brooklyn and Litchfield indicate a relatively low output of 376 and 338 hours. This is due primarily to the small populations at these facilities which are 71 and 43 respectively.

Similarly, population per full time staff shows the facility population served by the staff effort. Again, the Montville counselor serves a population of 124 at a half time level which would be equivalent to a served population of 248 at full-time. Brooklyn and Cheshire show a low population served per staff. Cheshire and Somers are high and possibly require an increase in staff effort.

TABLE 5-4

Program Output and Staff Resources

	Bpt.	Brk.	Ches.	Enf.	Hfd.	Litch.	Mont.	N.H.	Niant.	Somers	Total
Staff (1)	1.0	.5	.2	1.0	1.0	.4	.5	1.0	.2	1.0	6.8
Participant Hrs(2)	645	188	209	633	689	135	375	640	215	918	4,272
Hours per Staff	655	376	1,045	633	689	333	750	640	1,075	918	628
Facilities -											
Population (3)	356	71	380	370	400	43	124	313	145	967	3,169
Population per Staff	356	142	1,900	370	400	108	248	313	725	967	466

(1) Full-time equivalent, December, 1975

(2) Average monthly program hours, April to December, 1975

(3) December, 1975

5.2.2 ACT Program Participants and Penetration

Table 5-5 shows the estimated number of weekly participants during the period of April, 1975 to December, 1975 as derived from the monthly reports of ACT counselors. Penetrations is indicated by the percentage of the facility total population and sentenced population involved in the program. A participant is defined as an individual involved in at least two hours of programming during the week.

TABLE 5-5

Program Participants and PerCent of Population

	Bpt.	Brk.	Ches.	Enf.	Hfd.	Litch.	Mont.	N.H.	Niant.	Somers	Total
Average Weekly Program Participants	37	9	23	45	41	15	18	66	20	71	345
Average Facility Population	388	70	365	359	335	53	125	317	147	914	3,073
Participants as % of Pop.	9.5%	12.9%	6.3%	12.5%	12.5%	28.3%	14.4%	20.8%	13.6%	7.8%	11.2%
As % of Sentenced Populatr.	19.9%	15.5%	6.3%	12.5%	19.5%	53.67%	26.9%	66.6%	17.4%	7.8%	14.4%

For the system as a whole, 11.2% of the incarcerated population and 14.4% of the sentenced population was involved in at least 2 hours of ACT programming. Litchfield showed the highest penetration at 28.3% of the average population of 53. Somers, the largest institution, showed the highest participation of 71 which constituted 7.8% of the average population.

While it has been estimated that 30% of the institutional population may have alcohol problems, there would be some difficulty in reaching that proportion in the Correctional Centers which have a high turnover. The short stay resulting

from high turnover makes identification and program scheduling difficult. For Enfield and Somers, the Correctional Institutions, a target of 30% in program may be realistic. Cheshire, the institution for young male offenders, may have less of a problem population.

Table 5-6 shows total monthly participant program hours and Alcoholics Anonymous program hours by facility for the nine month period, April, 1975 to December, 1975. Program hours increased in all cases except Niantic. AA program hours increased in most cases, but was a smaller proportion of total program hours by December, 1975.

Facility populations increased from April, 1975 to December, 1975. The ACT program hours increased at a greater rate and there were equal or more program hours per inmate in December, 1975 except for Niantic.

TABLE 5-6

Participant Program Hours

	Bpt.	Brk.	Ches.	Enf.	Hfd.	Litch.	Mont.	N.H.	Niant.	Somers	Total
Monthly Participant Program Hours											
Apr. '75	470	170	203	495	512	112	134	620	256	892	3,864
Dec. '75	820	206	215	771	866	159	617	660	174	943	5,431
AA Program Hours											
Apr. '75	470	48	88	470	400	112	128	580	128	520	2,944
Dec. '75	480	176	112	765	752	80	200	480	104	640	3,789
AA as % of Part.Prog. Hours											
Apr. '75	100.0	28.2	43.3	94.9	78.1	100.0	95.5	93.5	50.0	58.3	76.2
Dec. '75	58.5	85.4	52.1	99.2	86.8	50.3	32.4	72.7	59.8	67.9	69.8
Program Hours per Average Population											
Apr. '75	1.1	2.5	.6	1.4	1.9	1.8	1.1	1.9	1.7	1.0	1.3
Dec. '75	2.3	2.9	.6	2.1	2.2	3.7	5.0	2.1	1.2	1.0	1.7

5.3 FINDINGS AND RECOMMENDATIONS

Project ACT is providing a diversified program of identification, counseling and treatment of alcohol abusers within correctional facilities. An ACT counselor is available at all institutions.

Programming has diversified and while Alcoholics Anonymous program hours have increased, the proportion of AA programming to total programming has decreased.

Diversion of alcohol clients to programs outside of the correctional centers varies and the impact of ACT on this objective is not certain. Diversion and other program relevant factors vary from Center to Center and generalized standards for staff activities and performance may not be relevant. Extent of alcoholism as a problem will vary regionally.

Additional program data is required for evaluation. Caseload intake and level of caseload involvement in available activities are ill defined. Offense information requested from staff has limited relevance for policy and program decisions. In addition, this requested offense information would require extensive interviews or search through records. The form is also not conducive to the listing of this data.

Institutional programming for alcoholics would appear to present an excellent opportunity to work with clients within a relatively alcohol-free environment. Clients volunteer for such programming in order to participate in some activities. MetaMetrics recommends that a separate evaluation be undertaken on Project ACT in order to determine effectiveness and generate information and analysis for future program decisions.

END