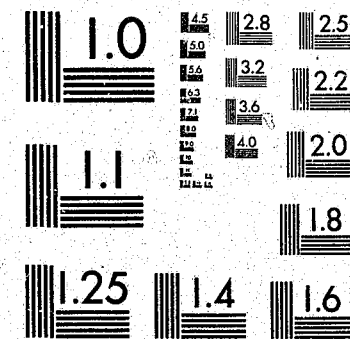


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RESEARCH AND
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REPORT

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An Evaluation Report

Produced by the

RESEARCH AND EVALUATION UNIT

of the

Crime Control Planning Board

444 Lafayette Road

St. Paul, Minnesota 55101

March, 1980

by

Ronald Snell

U.S. Department of Justice
National Institute of Justice

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ANOKA COUNTY JAIL TREATMENT PROGRAM

EXECUTIVE SUMMARY

A. SUMMARY

This evaluation report provides a description of the Anoka County Jail Treatment Program and includes an analysis of its clients, service delivery, costs and treatment effects. The report covers the period from January 1, 1977, through March 31, 1979.

Of the program's six goals concerning clients on work release, sufficient data exist to evaluate only 3 of those goals. The Anoka County Jail Treatment Program is meeting 2 of those goals and is approaching but falling just short of the third goal.

B. FINDINGS

- The number of effective treatment program staff has increased from 1.8 in 1977 to 2.6 in 1979. This increase in personnel has kept the program's staff to inmate ratios stable despite the increasing average daily population in the jail. Present program staff levels appear to meet Minnesota Department of Correction standards.
- Overcrowding and the lack of adequate programming space in the Anoka County Jail has limited the types of treatment services available and the efficiency of service delivery.
- DWI and traffic offenses are the major reasons for incarceration among both program clients and the inmate population generally.
- A majority of all program clients are in need of chemical dependency counseling. Between one-quarter and one-third of all program clients are also in need of education, vocational training, employment, and/or money management counseling.
- Among clients for whom service data exist, those on work release averaged 24.8 hours of treatment and services and those doing straight sentences averaged 21.2 hours of treatment and services.

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- Sentenced offenders doing straight time and who are often employed have less access to treatment than do those who are placed work release because they are employed at the time of incarceration.
- Expected cost necessary to continue the jail treatment program at its present level of operation excluding inflation amount to \$2.71 per incarcerated offender day.
- The percentage of program clients on work release employed or enrolled in an educational program full time increased slightly from 88.7 percent to 90.3 percent between jail intake and program termination. Therefore, *the program is meeting its goal of having 80 percent of its work release clients employed or enrolled in an educational program full time at the time of termination from the program.* The percentage of program clients not on work release employed or enrolled in an educational program full time decreased, while such part-time activity increased. This change produced a net increase in the percentage who were active either part time or full time.
- Of those clients who had not completed high school upon entering the jail, 5 (7.6 percent) obtained their GED while incarcerated.
- Among work release clients, 20.8 percent have been involved in incidents which resulted in rule and disciplinary violations. *The program is falling just short of its goal of keeping 80 percent of the clients free of major rule violations.*
- Among program clients on work release for whom follow-up data exists, 81.8 percent were employed or enrolled in an educational program full time one year after release from jail. Therefore, *the program is meeting its goal of having 80 percent of the clients employed, attending school or in vocational training for the first year after release from jail.*
- Among program clients on work release, 16.7 percent have been reincarcerated within one year after release from jail. Of those program clients not on work release, 13.3 percent have been reincarcerated within one year after jail release.

G. RECOMMENDATIONS

- Based on the progress of the Anoka County Jail Treatment Program toward its stated goals, we recommend that the program be refunded by Anoka County Board.
- In order to provide more treatment and service options to program clients not on work release, we recommend that the use of Huber privileges be expanded to include education and treatment release.
- Currently only about 1 percent of staff time is devoted to job placement. We recommend that the staff expand their job placement efforts for all program clients. The program staff should work with the judges to obtain work release for those unemployed clients whose primary need is employment and provide the clients assistance in finding employment. We also urge that the staff devote more resources toward finding jobs for unemployed clients just prior to their release from jail.
- If additional programming space can be found, greater use of group counseling should be made to improve program efficiency.

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I. INTRODUCTION

The 1973 Minnesota Community Corrections Act stimulated increased interest in the availability of local correctional services and facilities. Part of this interest took the form of increased concern regarding the physical condition of and lack of programming in local Minnesota jails.

The Governor's Commission on Crime Prevention and Control¹ first responded to this problem through its *Jail Study Report* published in January, 1977, which analyzed local secure facilities throughout Minnesota. This report raised a number of issues regarding treatment and counseling services available in Minnesota jails, pointing to a significant number of such facilities where services to inmates were either unavailable or not adequately being delivered to those in need.

In addition to the *Jail Study Report*, the Commission began in 1976 to award Law Enforcement Assistance Administration (LEAA) funds to treatment programs in county jails. LEAA funds are used as "seed money" to develop and operate projects for up to 36 months. These funds are supplemented by "matching funds" from state and local units of government. In addition to awarding LEAA funds, the Crime Control Planning Board is undertaking evaluation of these treatment programs to enable it to judge their impact.

¹The Governor's Commission on Crime Prevention and Control was replaced on August 1, 1977, by a new state agency, the Crime Control Planning Board.

This report on the Anoka County Jail Treatment Program represents part of the evaluation effort. This evaluation report includes a survey of the program's background, structure, and staff; jail inmate and program client profiles; an assessment of client needs and service delivery; an analysis of program costs; and an analysis of treatment effects.

II. PROGRAM'S TARGET POPULATION AND GOALS

A. TARGET POPULATION

The target population of the Anoka County Jail Treatment Program are all those incarcerated in the Anoka County Jail. The primary focus of the program is directed toward those sentenced offenders who are on work release and reside in the jail's Huber section.¹ The program also provides services and treatment to pretrial detainees and sentenced offenders who are in the cell block.

Not everyone to whom the program has provided assistance is included in the evaluation. The evaluation is limited to those who are on work release or those in the cell block who have received treatment through the program and who were incarcerated in the jail for at least 15 days.

B. PROGRAM GOALS

Program goals are the absolute standards against which program effectiveness is appraised. Operationalized program goals specify *expected* level of program performance or program effectiveness. Program goals for Anoka County Jail Treatment are:

1. To keep 80 percent of the program clients free of major rule violations during the period from intake into the treatment program to release from the jail.

¹ Offenders on work release are serving sentence under the Huber Law and are sometimes referred to as Huber inmates. At the discretion of the sentencing judge, a sentenced offender may be granted Huber privileges which permit the offender to leave the jail to work, study, or receive treatment.

The major discipline and rule violations are those which result in the removal of the prisoner from the Huber section and the placing of that prisoner in the cell block, or in any violation which results in a probation revocation.

2. To keep 70 percent of the clients chemically free during the period from intake into the treatment program to release from the jail.
3. To have 80 percent of the clients employed on a full-time basis or attending school on a full-time basis at the time of their release from the jail.
4. To keep 70 percent of the program clients free from new convictions and/or probation revocations during the first year of follow-up supervision following their release from jail or to the expiration of their sentence, whichever comes first.
5. To keep 70 percent of the chemically dependent clients free of chemical abuse for one year after release from jail, or to the expiration of the sentence, whichever comes first.
6. To have 80 percent of the clients employed, attending school or vocational training for the first year after release from jail or to the expiration of the sentence, whichever comes first.

These program goals apply only to those sentenced offenders in Anoka County Jail on work release. There are no program goals for those offenders in the cell block who have participated in the program.

III. ANOKA COUNTY JAIL TREATMENT PROGRAM: BACKGROUND, ENVIRONMENT, STRUCTURE, AND STAFF

A. PROGRAM BACKGROUND

The Anoka County Jail Treatment Program was first funded by the Governor's Commission on Crime Prevention and Control and began operation on January 1, 1977. Federal funding for the program will end on December 31, 1979. Over a three-year period, \$175,096 of LEAA funds have been awarded to the program (see Table 1).¹ In addition to the LEAA funds, state and local matching funds that have been provided to the Anoka County Jail Treatment Program over the same period amount to \$98,190. Part of the first-year funds, \$78,168, were used to remodel the jail including \$32,898 for the Huber section. Of this remodeling money, \$49,152 was provided by Anoka County Community Corrections.

¹From grants number 4519723877; 43291123878; 43191123879; awarded to Anoka County for the Anoka County Jail Treatment Program by the Minnesota Crime Control Planning Board.

TABLE 1 SUMMARY OF FUNDING FOR THE ANOKA COUNTY JAIL TREATMENT PROGRAM				
YEAR	LEAA AWARDS	MATCHING FUNDS	OTHER FUNDS	TOTAL AWARDS ^c
1977	\$ 69,257	\$ 7,695	\$49,153 ^a	\$126,104
1978	52,587	2,922	2,921 ^b	58,430
1979	53,253	32,542	2,958 ^b	88,753
TOTAL ^c	\$175,096	\$ 43,159	\$55,032	\$273,287
^a Funds provided by Anoka County Commu- nity Corrections.				
^b Minnesota Legislative Advisory Commit- tee through the criminal justice con- tingency fund.				
^c Figures may not total because of round- ing errors.				

B. PROGRAM ENVIRONMENT

The Anoka County Jail where the treatment program is located has capacity for 62 inmates. This includes 20 in the Huber section. Fifteen of these beds are reserved for offenders on work release. The remainder are for trustees.

Although the Anoka County Jail is not very old, having been constructed 1960, no space exists for prisoner recreation or for jail programming. The 3 jail counselors share a single office along with the jail sergeant. With the exception of the cell block and the interrogation rooms, this office is the only place where the jail counselors can do individual counseling. The only space available for group counseling is the small dining area of the remodeled Huber section.

Not only does the jail lack space for programming and recreation, but also its capacity has proved inadequate to meet the county's needs. For a number of years the jail has operated at usage levels well above the 60 percent recommended by the Minnesota Department of Corrections Detention Specialist¹ (see Table 2). According to Thomas Foster, Program Director of the Jail Treatment Program and Adult Manager of Anoka County Court Services, overcrowding in the jail has become very serious in recent months with the jail operating at or near capacity all of the time. Not infrequently, the number of prisoners has exceeded capacity.²

Together, the lack of space for programming and the overcrowding in the jail have created serious constraints for the operation of the program. These constraints have limited the types of services and treatment which can be provided.

¹Minnesota, Governor's Commission on Crime Prevention and Control, *Jail Study Report* (St. Paul: Governor's Commission on Crime Prevention and Control, 1977), p. 95.

²Telephone interview with the program director, May 8, 1979.

TABLE 2 USAGE LEVEL FOR THE ANOKA COUNTY JAIL ^a		
YEAR	AVERAGE DAILY POPULATION	PERCENT OF USAGE ^b
1974	47.8	82.9
1975	40.3	70.7
1976	46.7	81.9
1977	43.0	69.4
1978	52.7	85.0
1979	62.0 ^c	100.0

^aTable constructed from data provided by Anoka County Court Services and from grant award number 4519723877, program application filed with the Minnesota Crime Control Planning Board.

^bThe percentages for 1974 through 1976 are based on a jail capacity of 57. As a result of remodeling the work release section of the jail in 1977, the jail's capacity expanded to 62.

^cEstimated number up to and including March 31, 1979.

G. PROGRAM STRUCTURE

The program structure for the Anoka County Jail Treatment Program might be thought of as having two distinct and separate tracks: one for those on work release and one for sentenced and nonsentenced offenders incarcerated in the cell block. Although the structure for the work release program is fairly well defined, there is little formal program structure for offenders incarcerated in the cell block.

In order to enter the work release program, an offender must have work release as all or part of his sentence. The court, in part, bases its decision on the recommendations in the presentence investigations

report (PSI). Generally, an offender must already have a job to be considered for the program. The PSI recommendations also consider an offender's family responsibilities, offense and previous criminal history.

An offender sentenced to the work release program, however, often does not immediately enter the jail. Because the Huber section of the jail is almost always full, the offender must be placed on a waiting list until a vacancy occurs. No precise data exist on the average length of time an offender must wait before beginning to serve his sentence in the jail. However, a delay of 2 months has occurred on occasion. Currently, only 6 offenders are waiting to serve work release sentences, but it has been as high as 22. This is the shortest waiting list in many months. The program director believes many judges are reluctant to sentence offenders in Anoka County to the work release program if the offenders cannot begin serving their sentences at once.¹

The jail counselors, who are also probation officers, make their first contact with the offender sentenced to work release while he is on the waiting list immediately after sentencing. The counselors keep the client informed of his place on the waiting list and make arrangements for him to enter the jail when a vacancy in the jail's Huber section occurs.

Once an offender sentenced to work release enters the jail, he undergoes intake screening. During this screening process, the client is assigned a jail counselor with whom he will primarily work. Although the jail counselors work as a team, and although a counselor may provide

¹Telephone interview with the program director, May 8, 1979.

service to any one in the jail, all major treatment programming decisions are made by the counselor responsible for a specific client.

During intake screening a counselor conducts an assessment of client needs. At this stage a treatment plan is developed for the client which takes into consideration client needs and length of sentence. If client needs suggest that specialized treatment available through outside agencies may be useful, then appropriate referrals are made to those agencies. A number of outside agencies are available for client referrals by the jail counselors and they provide a range of treatment programs including: psychiatric counseling, chemical dependency counseling, behavior modification, family counseling, and educational services.

In addition to treatment and counseling which a client may receive from outside agencies, work releasees also receive treatment and services within the jail. The jail counselors most frequently work with program clients on an individual basis. Typical client problems with which the counselors try to deal include low self-esteem, chemical dependency, poor money management, marital and family problems, as well as other difficulties which require behavior change. All clients who have not completed high school are encouraged to pursue a GED.

The jail counselors also sometimes work with work release clients in groups. However, the possibilities for group counseling are severely restricted by the lack of programming space within the jail. With the exception of the Huber area, there is no space at all in the jail for groups to meet. The Huber area, unfortunately, affords groups little privacy to deal with sensitive personal problems. Presently, most group counseling sessions are limited to dealing with work-related problems. These

generally include employer-employee relationships, interpersonal relations among employees, personal hygiene as well as cleaning and maintenance of the Huber section.

In addition to their efforts with work release prisoners, the jail counselors also provide treatment and services to all incarcerated offenders in the jail. Generally this work takes the form of crisis counseling. Many new inmates need assistance in adjusting to incarceration. Assistance to the inmates' families is also available upon request. Among those in the cell block, there is no clear distinction between program clients and nonprogram clients. Participation in the treatment program is entirely voluntary. Any inmate who wishes to work with the jail counselors is considered in the program. For evaluation purposes, data are collected on inmates who are incarcerated for more than 15 days in the jail and have received substantial counseling.

D. PROGRAM STAFF

The program staff currently includes a one-fifth time program director and 3 jail counselors. The program director is also Adult Manager for Anoka County Court Services. All of the staff are employees of Anoka County Court Services. The program director is responsible for the overall direction of the jail treatment program and its staff. In addition to providing direct supervision to the jail counselors, the director coordinates the programs activities with those of his department. The director also maintains communication with funding agents and responds to directives from them regarding conditions for funding, expenditures, and program evaluation.

The jail counselors are responsible for carrying out the jail treatment program activities. Not only are the counselors responsible for providing direct services and treatment to all jail prisoners, they also monitor the activities of those on work release to ensure the smooth operation of that aspect of the program. This monitoring entails employment verification of work release clients, follow-up supervision of former clients, and supervision of clients waiting for work release placement. As probation officers the counselors also do county court presentence investigation and bail screening for nonsentenced inmates incarcerated in the jail.

According to the program director, approximately 45 percent of staff time is devoted to counseling cell block and work release inmates, providing referrals for specialized treatment, job placement, and release planning. Monitoring the work release program requires 20 percent of staff time, bail screening and presentence investigation take 15 percent of staff time, while program administration and record keeping demand 20 percent of staff time.¹

From the above figures, it is clear that not all of the staff time is devoted to the treatment aspect of the jail program. Although bail screening and presentence investigations are sometimes the first steps leading to treatment, the 15 percent of staff time devoted to these activities are not directly related to treatment. If one prorates administration staff time to treatment and nontreatment aspects of the program, approximately one-quarter of administration staff time or 5 percent of total staff time went toward administration of nontreatment

¹Telephone interview with program director, June, 1978.

program activities. Therefore, 20 percent of staff time was devoted to nontreatment-related activities.

Using .8 as the proportion of effective staff time applied to treatment-related activities, Table 3 summarizes the overall and effective staff to inmate and staff to client ratios. On April 1, 1977, when the program began accepting clients, the staff consisted of 2 full-time jail counselors and the part-time program director. This level of staffing provided the program with 2.2 overall staff and 1.8 effective program staff in 1977. Midway through 1978, the program hired a third full-time jail counselor on a temporary basis. This brought their overall staff to 2.7 in 1978 and 3.2 in 1979. Similarly, the effective treatment program staff increased to 2.2 in 1978 and 2.6 in 1979. As can be seen in Table 3, this increase in staff has kept the program's staff to inmate and staff to client ratios stable despite the increasing average daily population in the jail.

This level of treatment program staffing appears to comply with current Minnesota Department of Corrections regulations regarding staffing for jail treatment programming. For jails with average daily populations between 51 and 100, these regulations require a minimum of 2 full-time staff persons to provide educational, vocational, social, and volunteer services.¹ The effective jail treatment program staff level for Anoka County Jail is well within this minimum assuming the third jail counselor is retained. If the jail program does not retain the third counselor, the nontreatment-related duties will probably have to be shifted to other court services staff to keep the program in compliance

¹Minnesota Code of Agency Rules, Department of Corrections, p. 12.

with these Department of Corrections regulations.

TABLE 3 STAFF TO INMATE/CLIENT RATIOS FOR THE ANOKA COUNTY JAIL TREATMENT PROGRAM			
YEAR	OVERALL AVERAGE STAFF TO INMATE RATIO ^a	EFFECTIVE AVERAGE STAFF TO INMATE RATIO ^b	EFFECTIVE AVERAGE STAFF TO CLIENT RATIO ^c
1977 ^d	1:19.6	1:23.9	1:10.6
1978	1:19.5	1:23.9	1:07.9
1979 ^e	1:19.4	1:23.9	1:10.7
^a Based on 2.2 staff during 1977, 2.7 staff during 1978, and 3.2 staff during 1979 to average jail population.			
^b Based on 1.8 treatment program effective staff in 1977, 2.2 in 1978, and 2.6 in 1979 to average jail population.			
^c Based on 1.8 treatment program effective staff in 1977, 2.2 in 1978, and 2.6 in 1979 to average jail treatment program population.			
^d Program began accepting clients on April 1, 1977.			
^e Includes data collected through March 31, 1979.			

Although not directly within the scope of this evaluation report, it should be noted that there is no staff person responsible for recreational programming in the Anoka County Jail. Minnesota Department of Corrections regulations require at least 1 full-time staff person assigned to recreational programming for jails with average daily populations exceeding 50.¹ Although the jail's average daily population has exceeded 50 since 1978, the lack of space in the jail for recreation currently renders such a position superfluous. Should space be found in the future to offer recreational programs, the current level of jail program staffing would probably not be sufficient to assume these additional responsibilities. Either additional staff would need to be hired, or the nontreatment-related duties of the current staff would have to be shifted to enable them to take on these new tasks.

¹Ibid.

In summary, federal funding for the Anoka County Jail Treatment Program began on January 1, 1977, and will end on December 31, 1979. The program began accepting clients on April 1, 1977. The lack of space for programming and the overcrowding in the jail have placed constraints on the program by limiting the types of services and treatment which can be provided. Although the major focus of the program is directed toward those on work release, treatment and services are provided to all those in the jail who wish assistance. The current level of staffing for treatment programming in the jail seems to meet Minnesota Department of Corrections standards for such staffing.

IV. PROGRAM CLIENT AND JAIL INMATE PROFILES

A. SOCIAL AND DEMOGRAPHIC CHARACTERISTICS

This section of the report examines the social and demographic characteristics of the Anoka County Jail Treatment clients. Where data exist, comparisons are made between program clients and the general inmate population in the jail to determine which inmates are most likely to be served by the program. Because of the program structure, differences in work release and nonwork release program clients are also examined.

From April 1, 1977, when the program began working with clients, until March 31, 1977, 180 clients have participated in the program.¹ Of these clients, 158 (87.8 percent) have been on work release. The remainder of the program clients are sentenced offenders doing straight time in the jail.

Although the target population includes all inmates incarcerated in the jail whether sentenced or not, the program population under evaluation comprises only sentenced offenders. Most pretrial detainees (96.1 percent of 3,414 inmates) are in the jail for less than 15 days and would

¹Although the actual number of individuals who entered the program is 180, 6 of these have terminated from the program upon release from the Anoka County Jail and reentered the program after being incarcerated again. One of the 6 entered the program once again, after a third incarceration. The analysis of treatment client profiles, therefore, includes the actual individuals in the program. For the purpose of the remainder of the report, however, each time a client reenters the program, the client will be considered a new client and accordingly be counted again.

not, therefore, be included in the evaluation effort.¹ None of those detained for more than 15 days have participated in the program.

Women are also absent from the program population, although they make up a small percentage of the target population. Women make up 8.4 percent of those inmates awaiting trial or bail, 8.4 percent of those under straight sentence, and 11.3 percent of those on work release. Female sentenced offenders, however, are generally incarcerated in the jail for much shorter periods of time than are men. Only 25 percent (10) of the women serving straight sentences in the jail are incarcerated for more than 15 days. None of those on work release are jailed for more than 14 days.

The ethnic composition of the program clients is extremely homogeneous. Only 2.2 percent (4) of the program clients are from minority groups. All were on work release, and all were residents of Anoka County. Thus, 3.4 percent of the Anoka County residents in the program were nonwhite. That such a small percentage of minorities should comprise the program population is not surprising since less than 1 percent of the Anoka County population is also nonwhite.²

The majority (67.4 percent of 178) of all treatment program clients are residents of Anoka County (see Table 4). Nearly one-quarter reside in Hennepin County. Among program clients, Anoka County residents are slightly more likely to be on work release than are nonresidents.

¹The data in this report on inmates in the Anoka County Jail include all those incarcerated for 1977 and 1978. The data were supplied by the Minnesota Department of Corrections (DOC).

²United States Department of Commerce, Bureau of the Census, *County and City Data Book*, 1972 (A Statistical Abstract Supplement), p. 246.

TABLE 4
COMPARISON OF COUNTY OF RESIDENCE FOR WORK
RELEASE AND NONWORK RELEASE CLIENTS^a
OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM

COUNTY	PERCENT WORK RELEASE (N = 157)	PERCENT NON- WORK RELEASE (N = 21)	PERCENT ALL (N = 178)
Anoka	68.2%	61.9%	67.4%
Hennepin	21.7	23.8	21.9
Ramsey	4.5	9.5	5.1
Other ^b	5.6	4.8	5.6
TOTAL	100.0%	100.0%	100.0%

^aNon work release clients in this and subsequent tables refer to those clients who are serving straight time sentences in the jail.

^bOther counties include Chisago, Isanti, Sherburne, Washington, and Wright.

Program clients appear to be fairly stable in their place of residence. Only 18.0 percent (32) of the program clients have lived in their respective counties for less than one year. Among Anoka County residents, mobility is even less; only 11.7 percent (14) have lived in the county for less than one year. Furthermore, among all program clients, those doing straight time are less mobile than are those on work release. Just 4.8 percent (1) of the nonwork release clients have lived in their county of residence for less than one year as compared with 19.8 percent (31) of the release clients.

These differences in mobility patterns between work release and nonwork release clients appear to be related to age differences between the two groups. Those who are most mobile tend to be younger. The average age for those program clients who have lived in their county of residence for less than one year is 25.4 as compared with 27.7 for those who have lived in their county of residence for more than one year. As

Table 5 shows, program work release clients tend to be slightly younger than those doing straight time. The median age for a work release client is 24.2 years as compared with 25.0 years for other treatment clients. The difference in the average ages, which are 26.6 and 31.9, respectively, is somewhat greater because some older clients doing straight time have skewed the mean upward. The general inmate population doing straight time is also somewhat younger than nonwork release program clients. They average 27.0 years and have a median age of 23.9.

AGE	PERCENT WORK RELEASE	PERCENT NONWORK RELEASE	
	Program Clients (N = 158)	Program Clients (N = 22)	All Inmates Under Sentence ^a (N = 233)
20 or under	17.7%	13.6%	27.5%
21-25	39.2	40.9	25.7
26-30	20.3	13.6	23.6
31-40	18.4	4.5	13.8
41 or older	4.4	27.3	9.4
TOTAL	100.0%	99.9%	100.0%

^aFor comparison purposes, data include only men confined for 15 days or more. The data also exclude those sentenced for parole or probation violations because they are not broken down by work release and nonwork release. Among work release program clients, 3 are sentenced for probation violations.

Despite the fact that work release clients are somewhat younger than nonwork release clients, the former are more likely to be married than the latter (see Table 6). The age differences between the two groups appear to be reflected in the higher proportion of nonwork release clients who are separated or divorced. This age difference in the two groups also seems to explain the higher proportion of dependents among nonwork release clients. More than half (52.4 percent of 21) of the nonwork release clients have dependents as compared with less than half (44.9

percent of 156) of the work release clients.

MARITAL STATUS	PERCENT WORK RELEASE (N = 156)	PERCENT SENTENCED NONWORK RELEASE (N = 21)	PERCENT ALL (N = 177)
Never Married	48.7%	47.6%	48.6%
Divorced/Separated	20.5	28.6	21.5
Married	30.8	23.8	29.9
TOTAL	100.0%	100.0%	100.0%

In addition to being slightly younger than their straight time counterparts, work release clients are also slightly better educated (see Table 7). The majority of work release clients have completed high school (59.6 percent of 156). Somewhat less than half of the nonwork releasees have done so (42.9 percent of 21). Work releasees average slightly more than 0.6 years of education than do nonwork releasees.

EDUCATIONAL ACHIEVEMENT	PERCENT WORK RELEASE (N = 158)	PERCENT SENTENCED NONWORK RELEASE (N = 22)	PERCENT ALL (N = 180)
10 years or less	27.2%	36.4%	28.3%
11-12	65.8	59.1	65.0
1 year college or more	7.0	4.5	6.7
TOTAL	100.0%	100.0%	100.0%

The disparity in the level of educational achievement can largely be accounted for by the varying employment rates between the two

groups.¹ Because employment is generally a requirement to enter the work release program, the differences in the employment rates, which are shown in Table 8, are striking.

Only 5.8 percent (9) of those admitted to the work release program were not working at jail intake. Of these 9 clients, only 1 was admitted to the release program for educational purposes. Thirteen (8.3 percent) of the work releasees were in educational programs at the time of intake into the jail, but were admitted to the program because they were employed.

EMPLOYMENT STATUS	PERCENT WORK RELEASE (N = 156)	PERCENT NON- WORK RELEASE (N = 21)	PERCENT ALL (N = 177)
Full time	88.5%	38.1%	82.5%
Part time	3.8	4.8	4.0
Irregular	1.9	0.0	1.7
Not working	5.8	57.2	11.9
TOTAL	100.0%	100.1%	100.1%

Because employment is usually a criterion for the work release program, differences naturally exist in the work histories between work release and nonwork release clients. Of greater interest, however, are the contrasts between the employed and the unemployed clients of these two groups. As shown in Table 9, the work histories of employed work release and nonwork release clients appear to vary little with regard to the

¹ Among all program clients, those employed average 0.4 more years education than those not working. There were only minimal educational differences between work release and nonwork release clients after controlling for employment. The discrepancies were reduced to an average of .09 years education among those employed and an average of .19 years among those not working.

number of months recently employed full time, wages received, or stability of employment. Looking at the number of months recently employed full time and the stability of employment for unemployed clients, work releasees have somewhat better work histories than do nonwork releasees. However, both groups of employed clients have substantially better work histories than either group of unemployed clients.

VARIABLE/ SUBGROUP	MEAN	MEDIAN	RANGE	N
<u>Number months employed full time year prior to intake:</u>				
Employed work release	9.7	11.6	0-12	145
Employed nonwork release	9.2	9.3	6-12	9
Unemployed work release	5.2	5.2	0-11	10
Unemployed nonwork release	3.7	3.5	0-10	10
<u>Hourly wage at intake:</u>				
Employed work release	\$5.76	\$5.35	\$2.00-13.50	142
Employed nonwork release	\$5.86	\$5.00	\$3.00-11.62	8
<u>Number of full-time jobs in year prior to intake:</u>				
Employed work release	1.3	1.2	0-4	145
Employed nonwork release	1.9	1.4	1-5	9
Unemployed work release	2.1	1.1	0-10	10
Unemployed nonwork release	0.8	0.8	0-2	10

B. CORRECTIONAL HISTORIES

The small majority of program clients (53.9 percent) whether on work release or nonwork release are incarcerated for DWI and other traffic offenses (see Table 10). A somewhat smaller proportion (45.9 percent) of all sentenced offenders not on work release are in jail for similar offenses. Among program clients, work release clients are more likely to be jailed for crimes against persons and narcotic violations while nonwork release clients include more property offenses.

TABLE 10 COMPARISON OF OFFENSE TYPE FOR PRESENT CONVICTION OF WORK RELEASE PROGRAM CLIENTS, NONWORK RELEASE PROGRAM CLIENTS, AND ALL NONWORK RELEASE INMATES UNDER SENTENCE IN THE ANOKA COUNTY JAIL			
OFFENSE TYPE	PERCENT WORK RELEASE	PERCENT NONWORK RELEASE	
	Program Clients (N = 158)	Program Clients (N = 22)	All Inmates Under Sentence ^a (N = 233)
Against person	13.3%	9.1%	6.4%
Property	19.6	31.8	16.7
Morals and narcotics	9.5 ^b	0.0	2.1
DWI	29.1	22.7	18.0
Traffic, excluding DWI	24.7	31.8	27.9
Other, including public order	3.8 ^c	4.5	28.8
TOTAL	100.0%	99.9%	99.9%

^aFor comparison purposes, data include only men confined for 15 days or more. The data also exclude those who are sentenced for parole or probation violations because they are not broken down by work release and nonwork release. These groups have considerable overlap with program clients.

^bAll are narcotic violations.

^cThree or 50 percent are sentenced for probation violations.

It is unclear precisely what differences exist between nonwork release program clients and the sentenced inmates not on work release, because of differences in the methods for reporting offenses. The data provided by the Department of Corrections probably categorized as "other" some offense which evaluation data categorized as person or property crimes.

There also appear to be some important differences in the correctional histories of those on work release and those doing straight time in the jail. Although the two groups seem to vary little in their criminal histories as juveniles (see Table 11), differences do exist in adult criminal histories of the two groups. Those clients serving straight sentences in the jail have more misdemeanor and gross misdemeanor convictions and have served longer in a variety of correctional institutions

than those on work release. Although few program clients (16.2 percent of 173) are first-time offenders, all but 1 of these clients are on work release. Further analysis revealed that these variations in correctional histories existed regardless of the offense for which the client was incarcerated.¹

TABLE 11 COMPARISON OF CORRECTIONAL HISTORIES OF WORK RELEASE AND NONWORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM								
VARIABLE	WORK RELEASE CLIENTS				NONWORK RELEASE CLIENTS			
	Mean	Median	Range	N	Mean	Median	Range	N
Number times adjudicated delinquent, status offenses	2.2	0.4	0-40	158	1.8	0.5	0-6	21
Number times adjudicated delinquent, nonstatus offenses	0.6	0.2	0-18	159	0.5	0.2	0-5	21
Age at first adjudication as delinquent	14.5	15.2	8-18	91	13.9	14.5	7-17	12
Age at first conviction as adult	21.7	19.5	17-52	159	21.7	19.3	17-55	21
Number misdemeanor and gross misdemeanor convictions ^a	4.5	3.0	0-40	157	7.3	7.7	1-30	21
Number felony convictions ^a	0.7	0.5	0-7	159	0.7	0.3	0-3	21
Number months served under sentence in jails and workhouses	3.2	1.0	0-36	158	6.9	2.3	0-30	21
Number months served under sentence in adult state or federal correctional institutions	2.7	0.0 ^b	0-108	157	7.7	0.2	0-74	21
Number months in residential community treatment programs	0.6	0.2	0-12	158	0.8	0.3	0-5	20
Number months sentenced for present conviction	27.8	12.0	1-240	158	23.7	11.9	1-120	22

^aIncludes present conviction.

^b0.049.

¹Does not include narcotic violations because all program clients convicted of these offenses were on work release.

C. SUMMARY

The program clients included in this evaluation are all male, sentenced offenders. The majority are residents of Anoka County and only a small fraction are nonwhite. Most have lived in their county of residence for over one year.

Among program clients, there are important differences between work releasees and nonwork releasees. The most important differences stem from the eligibility requirements to participate in the work release program. Because work releasees must generally be employed at the time of incarceration, sharp differences exist in employment between the two groups. Marital status and the number of dependents are also factors used in determining eligibility for work release. Therefore, work release clients are more likely to be married than nonwork release clients. Somewhat paradoxically, however, they are also less likely to have dependents. This stems from the fact that the number of dependents and the number of previous convictions are both positively related to age. It appears that nonwork release clients are more likely to receive straight time sentences because of their number of previous convictions despite the fact that they may have dependents to support.

Because employment is generally a criterion for entering the work release program, it is not surprising that work release clients are slightly better educated and have better work histories than nonwork release clients.

Among sentenced offenders doing straight time, program clients are slightly younger than are nonprogram inmates. Among both groups, a large

proportion are sentenced for DWI and traffic offenses. Whether significant differences in offenses between program clients and nonprogram inmates exist cannot be determined because of apparent differences in the reporting of offense data.

V. PROGRAM CLIENT NEEDS AND SERVICE DELIVERY

A. PROGRAM CLIENT NEEDS ASSESSMENT

The treatment and service needs of the program clients seem to be quite diverse. According to diagnostics conducted by the Anoka County Jail Treatment staff, the majority of clients are in need of chemical dependency counseling (see Table 12). Not only is chemical dependency counseling the type of treatment required by most clients, but it is especially needed by those clients not on work release. Among all clients having chemical dependency problems, 76.0 percent (73 clients) suffer from alcohol abuse. The remainder, who suffer from chemical dependency, use drugs or drugs and alcohol both. Although chemical dependency exists among those convicted of all types of offenses, it is most prevalent among those convicted of DWI and other traffic offenses. Most of these traffic offenses involve driving with revoked or suspended licenses, most of which probably have been convicted of DWI previously.

Between one-quarter and one-third of all program clients are also in need of education, vocational training, employment, and/or money management counseling. About one-fifth are in need of domestic relations counseling. Somewhat more than one-twentieth are in need of mental health care. Work release and nonwork release clients vary somewhat in their programming needs, however. For example, clients doing straight time are more likely to be unemployed and, therefore, are in need of employment. Similarly, nonwork release clients have somewhat less education

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than do work release clients and, thus, are more in need of additional education. It is not clear why more work release clients should require money management counseling as compared with nonwork release clients. This discrepancy may simply be an artifact of the different employment rates of the two groups. The lack of money management skills may be easier to diagnose among those who are employed than those who are not. Among the employed, the lack of such skills is most likely to be a major cause for their financial problems. Many of the unemployed may also lack money management skills but their financial problems may stem from unemployment rather than the lack of these skills.

TREATMENT NEEDS	WORK RELEASE		NONWORK RELEASE		ALL	
	Percent	N	Percent	N	Percent	N
Education	29.0	45	42.9	9	27.4	54
Vocational training	25.2	39	28.6	6	25.6	45
Employment	22.8	35	71.4	15	28.4	50
Money management counseling	34.8	54	20.0	4	33.1	58
Domestic relations counseling	21.3	33	23.8	5	21.0	37
Chemical dependency counseling	56.4	88	80.0	17	59.3	105
Mental health care	11.5	11	5.0	1	6.8	12

B. DELIVERY OF SERVICES AND TREATMENT

In order to meet client needs, the program has provided a variety of treatment and services to the clients. These have been provided either directly by the jail program staff or by outside agencies as a result of referral by the program staff. Unfortunately, because of problems in data collection, precise data on the amount of treatment and services provided by the program are not available for all the program clients.

However, complete data on treatment and services were collected for 53 clients of the 150 who have completed the program. Of these 53 clients, 43 were on work release and 10 were not on work release. Although these 53 clients can in no way be thought of as a random sample of the client population, they do not appear to differ greatly in their characteristics from the general program population. Therefore, these data can be used to give some indication of the type and amount of treatment and services given to jail program clients.

As shown in Table 13, the 43 work release clients have averaged 24.8 hours of treatment and services. The 10 nonwork release clients have averaged 21.2 hours of treatment and services. The areas of chemical dependency and employment have received the greatest amount of attention. Almost 60 percent of all treatment and services listed in Table 13 have been provided by program staff. Outside agencies have furnished the remainder. The program staff members have been most involved in the areas of employment, money management and domestic relations counseling, release planning, individual or group counseling, and other services. Outside agencies have provided the majority of the service hours in chemical dependency and in other program areas.

TABLE 13 COMPARISON OF TREATMENT AND SERVICES PROVIDED TO 43 WORK RELEASE AND 10 NONWORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM				
TREATMENT PROVIDED	WORK RELEASE		NONWORK RELEASE	
	Average Number of Hours	Number Served	Average Number of Hours	Number Served
Education counseling	15.3	8	1.0	1
Vocational training counseling	6.0	3	4.0	1
Employment services and counseling	3.3	39	9.6	7
Money management counseling	12.0	2	0.0	0
Domestic relations counseling	1.0	1	1.5	2
Chemical dependency counseling	12.9	37	16.2	8
Mental health care	33.0	2	0.0	0
Release planning	1.0	3	4.0	1
Individual and group counseling	15.2	43	12.0	10
Other, including medical and legal	2.3	27	2.2	6
ALL TREATMENT	24.8	43	21.2	10

Because of the nature of the treatment and service data, it is extremely difficult to determine the relationship between client needs and services. A substantial portion of the treatment and services for these 53 clients was recorded under the general category of "individual and group counseling." The counseling received often overlaps with the other categories listed in Table 13. This overlap, therefore, makes it impossible to draw any conclusions concerning the relationship between needs and treatment for these 53 clients.

Although nonwork release clients receive nearly as many hours of treatment and services as do work release clients, few sentenced offenders doing straight time participate in the program. Only an estimated 8.6 percent of the sentenced offender population not on work release

are program clients.¹ As Table 14 shows, there is a greater tendency for offenders with longer sentences to participate in the program. However, less than one-fifth of those incarcerated for more than 60 days elect to take part in the program.

TABLE 14 ESTIMATED PERCENTAGE OF ANOKA COUNTY JAIL INMATES UNDER SENTENCE NOT ON WORK RELEASE WHO ARE PROGRAM CLIENTS BY THE NUMBER OF DAYS IN JAIL	
DAYS IN JAIL	PERCENT (N = 233) ^a
15-30	2.7%
31-60	9.7
61 or more	19.6
ALL	8.6

^a Number of male sentenced inmates not on work release and who are incarcerated 15 days or more.

¹ The sentenced inmate population not on work release and incarcerated 15 days or more is based on 1977 and 1978 data. The client population, however, is based on the period from April 1, 1977, to March 31, 1979. Since the average daily population of the jail has been higher in 1979, the estimates of the percentage of inmates who are program clients is likely to be somewhat high.

VI. PROGRAM OCCUPANCY AND COST ANALYSIS

A. PROGRAM OCCUPANCY

A total of 186 clients have participated in the Anoka County Jail Treatment Program between April 1, 1977, when the program began accepting clients, and March 31, 1979. Of these, 162 were work release clients and 24 were nonwork release clients. Work release clients averaged 74.7 days in the program and nonwork release clients averaged 83.0 days in the program. As of March 31, 150 clients have been released from the Anoka County Jail, thereby terminating from the program. These include 130 work release clients and 20 nonwork release clients.

The program clients comprise only a small fraction (3.0 percent) of the total number of offenders incarcerated in the jail during this two-year period. However, the program clients also make up 31.7 percent of the average daily population in the jail.¹ Therefore, the jail treatment program staff provided extensive treatment and services to nearly one-third of those who are in the jail daily. Although the staff also provided treatment and services to many others, no data exist to document the number or extent of this contact.

¹The total number of incarcerated offenders for the two-year period under evaluation is an estimated 6,306. This figure is based on data supplied by the Minnesota Department of Corrections for 1977 and 1978. The first 3 months of 1979 were estimated using average length of incarceration of all offenders for 1978 and assumed that the jail operated at capacity for 1979.

B. COST ANALYSIS

Table 15 contains two sets of cost figures for the Anoka County Jail Treatment Program. In the first column, the cost of remodeling the jail's work release area is included and is prorated over the three-year period of the grant. This column represents the costs to set up and operate the program using funds awarded by the Crime Control Planning Board. The second column excludes the cost of remodeling the jail's work release area and represents expected expenditures necessary to continue the jail treatment program at its present level of operation excluding inflation.

Each set of cost figures has been computed first using gross total costs, and then net total costs which are the gross total costs minus the revenue generated from the increase in the use of work release which occurred after the implementation of the jail treatment program.¹ Although these latter calculations assume that the increase in the use of work release resulted from the establishment of the work release program, as a practical matter, it is impossible to determine. It seems reasonable, however, that a substantial proportion of the increase did stem from the implementation of the jail treatment program.

¹The increase was determined using the number of work release days in 1976 as a base. Work releasees were charged \$2.50 per day, room and board, until March 31, 1978. After that day, they were charged \$6.50 per day.

TABLE 15
COST ANALYSIS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM

COST	INCLUDING REMODELING WORK RELEASE AREA ^a	EXCLUDING REMODELING WORK RELEASE AREA
GROSS TOTAL COSTS	\$187,180.00	\$128,554.00
Per Day	256.41	176.10
Per Program Client--		
Prorated for effective average treatment staff ^b	805.07	552.92
Per Incarcerated Offender	29.68	20.39
Per Program Client Day--		
Prorated for effective average treatment staff ^b	10.62	7.30
Per Incarcerated Offender Day	4.21	2.89
NET TOTAL COSTS^c	\$179,348.00	\$120,339.00
Per Day	245.68	164.85
Per Program Client--		
Prorated for effective average treatment staff ^b	775.39	517.59
Per Incarcerated Offender	28.44	19.08
Per Program Client Day--		
Prorated for effective average treatment staff ^b	10.18	6.83
Per Incarcerated Offender Day	4.04	2.71
^a Remodeling cost prorated over the entire 3-year period of the grant.		
^b Program client costs computed at 0.8 of total costs. Based on approximate percent of staff time devoted to treatment and services excluding bail screening and presentence investigation.		
^c Gross total costs minus additional revenue generated from increased use of work release.		

Because an estimated 20 percent of program staff time is devoted to bail screening and presentence investigation, activities which are not directly related to treatment, treatment program costs per client are prorated at 80 percent of total program costs. By prorating treatment costs, the average cost per program client comes to \$805.07 including remodeling and \$552.92 excluding remodeling. The prorated per client day costs come to \$10.62 and \$7.30, respectively.

Because these calculations do not include all who have received treatment and services in the jail, but only those program clients included in the evaluation, these figures tend to overestimate the cost of providing treatment and services to program clients. Unfortunately, there is no way to compute these costs for all program clients.

Instead, a second set of cost estimates was computed to determine the cost of the program per incarcerated offender, all of whom are potentially eligible for the program. These estimates provide a basis for determining the cost of the jail treatment program relative to the total cost of the operation of the Anoka County Jail. These estimates also can be used to determine the increased cost of operating the treatment program in the face of a rising average daily population in the jail. These estimates include the bail screening and presentence investigation aspects of the program since the inmate population included those awaiting bail, trial, or sentencing. These costs per incarcerated offender amount to \$29.68 including the remodeling and \$20.39 excluding the remodeling. During the period included in the evaluation, all offenders were incarcerated in the jail an average of 7.1 days. This results in a per incarcerated offender day of \$4.21 and \$2.89, respectively.

If the revenue from room and board generated from the increase in the use of work release is subtracted from the total costs of the program, the above cost estimates will be reduced slightly (see Table 15). For example, the per diem cost per offender will be either \$4.04 or \$2.71 depending on whether or not the remodeling costs are included.

The continued operation of the jail treatment program in the Anoka County Jail will result in a small increase in the per incarcerated

offender day costs. The current per incarcerated offender day cost in the operation of the jail excluding the jail treatment program is \$15.16. This figure includes food, medicine, supplies, building maintenance, and custody staff salaries.¹ These cost estimates suggest that continued operation of the jail treatment program will increase overall jail net operating cost by at least \$2.71 per day per incarcerated offender, an increase of 17.9 percent.²

These cost estimates do not represent the total costs of the program. Rather, they represent only the costs to operate the program in the jail. No data exist to estimate the costs of providing treatment to which inmates have been referred outside the jail. Nor is it possible to determine whether the program is cost-effective or whether the benefits accrued from the program are equal to or greater than the costs. The necessary baseline data for such analysis do not exist.

¹Telephone interview with the program director, May 8, 1979.

²The budget for the program, however, would come under Anoka County Court Services rather than the Anoka County Sheriff's Department.

VII. ANALYSIS OF TREATMENT EFFECTS:
GOAL ATTAINMENT WHILE IN PROGRAM

A. INTRODUCTION

Program goals provide the basis with which to evaluate program effectiveness. The program goals for the Anoka County Jail Treatment Program specify expected levels of program performance in three general areas: employment and education, chemical dependency, and client behavior. The analysis of treatment effects will focus on these three areas, both while clients were in the program and during a postprogram follow-up period.

B. EMPLOYMENT AND EDUCATION

The work release program in the Anoka County Jail is primarily designed to permit clients who are employed to continue to work while incarcerated in the jail. Because employment is generally a condition of eligibility for work release, the vast majority of clients on work release (89.8 percent of 127 clients) were employed full time prior to entering the jail (see Table 16). Thus, the increase in the number employed full time among work release clients at termination from the program was quite small (2.3 percent). A substantial drop in full-time employment (15.7 percent of 19 clients) occurred between incarceration and release from the jail among program clients not on work release. This drop undoubtedly reflects the negative effect of incarceration on employed offenders doing straight time. However, nonwork release

clients also experience an increase in part-time employment. The net effect produced a 10.6 percent drop in unemployment. Unfortunately, it is impossible to measure from the available data precisely to what degree the program staff members have assisted client employment. Currently, about one percent of staff time is devoted to job placement. It's likely, therefore, that much of this increase cannot be attributed to the direct efforts of the counselors.

TABLE 16 COMPARISON OF EMPLOYMENT AT JAIL INTAKE AND PROGRAM TERMINATION FOR WORK RELEASE AND NONWORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM				
EMPLOYMENT STATUS	PERCENT WORK RELEASE (N = 127)		PERCENT NONWORK RELEASE (N = 19)	
	Intake	Termination	Intake	Termination
Full time	89.8%	92.1%	36.8%	21.1%
Part time	3.1	3.1	0.0	15.8
Irregular	2.4	0.0	0.0	10.5
Not working	4.7	4.7	63.2	52.6
TOTAL	100.0%	99.9%	100.0%	100.0%

Not only were work releasees likely to retain their jobs while on work release but they also increased their hourly wage. Among work release clients who were employed both at program intake and termination (N = 115), their average hourly wage increased from \$5.56 to \$5.86, and their median hourly wage increased from \$5.35 to \$5.49. This increase probably stems from inflation as well as additional work experience. This increase in hourly wage, however, contrasts with the experience of the few nonwork release clients who were also employed at both jail intake and release (N = 4). Their average hourly wage remained the same, and their median wage dropped somewhat. It appears, therefore, that clients on work release are less likely to have their employment careers

disrupted than those not on work release, both in terms of their current employment and their income.

Those program clients who are on work release and who, therefore, have Huber privileges are encouraged to continue any educational program in which they are currently enrolled. Only about one-quarter (3 of 12) chose to do so. Nevertheless, 7.8 percent (10) of the work release clients were enrolled in some form of educational program at the time they terminated from the jail treatment program (see Table 17). Thus, the number enrolled in educational programs among work release clients at the time they were released from the jail is only slightly less than the number enrolled at the time of incarceration. This experience, however, again contrasts with that of clients doing straight time. Despite the fact that nonwork release program clients have somewhat less education than do work release program clients, only one client was enrolled in an educational program at jail intake, and none were enrolled in educational programs at the time they terminated from the program.

TABLE 17 COMPARISON OF EDUCATIONAL ENROLLMENT AT JAIL INTAKE AND PROGRAM TERMINATION FOR WORK RELEASE AND NONWORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM				
EDUCATIONAL ENROLLMENT ^a	PERCENT WORK RELEASE (N = 127)		PERCENT NONWORK RELEASE (N = 18)	
	Intake	Termination	Intake	Termination
Full time ^b	5.5%	3.9%	5.6%	0.0%
Part time	3.9	3.9	0.0	0.0
Not enrolled	90.6	92.2	94.4	100.0
TOTAL	100.0%	100.0%	100.0%	100.0%

^aIncludes academic school or vocational training.

^bIncludes GED preparation.

In addition to encouraging program clients with Huber privileges to continue their education, program staff members also encourage all clients who have not completed high school to pursue a GED while in the program. Of the 66 terminated clients who had not completed high school upon entering the jail, 5 (7.6 percent) obtained their GED while incarcerated. Three were on work release and two were not. The combined effect of those who continued their education or completed their GED while incarcerated raised the average education level of work release clients from 11.2 to 11.4 years. The average educational level of those not on work release increased from 10.8 to 11.0 years.

One of the goals of the Anoka County Jail Treatment Program is to have 80 percent of the clients with Huber privileges employed on a full-time basis or attending school on a full-time basis at the time of their release from the jail. Table 18 summarizes the education and employment activities of clients just prior to jail intake and release by describing their overall activity status. A client is considered "active full time" if he is enrolled in academic school (grades 1-12 or college) or full time in a vocational training program or if he is employed full time. A client is "active part time" if he is involved on a part-time basis in academic school (including GED courses) or in a vocational training program or if he is employed part time. A client is "inactive" if he is neither active full time nor active part time. Since 90.3 percent of the clients were active full time at the time they were released, the program is clearly meeting its goal of having 80 percent of its work release clients employed or in an educational program at termination.¹ Although work

¹ Because of the manner in which missing data are handled in the construction of Table 18, some of the percentages are slightly lower than would be expected by comparing it with Table 16.

release clients have a slightly higher activity level at program termination than they did at jail intake, achieving this goal required merely keeping the client activity status stable. Somewhat more nonwork release clients were active on a part-time basis, but there was a substantial drop in full-time activity between jail intake and termination. As was mentioned earlier, this drop seems to reflect the negative effects of incarceration through the disruption of client employment patterns and educational programs.

TABLE 18 COMPARISON OF ACTIVITY STATUS AT JAIL INTAKE AND PROGRAM TERMINATION FOR WORK RELEASE AND NONWORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM				
ACTIVITY STATUS	PERCENT WORK RELEASE (N = 124)		PERCENT NONWORK RELEASE (N = 17)	
	Intake	Termination	Intake	Termination
Full time	88.7%	90.3%	47.1%	23.5%
Part time	8.1	5.6	0.0	29.4
Inactive	3.2	4.0	52.9	47.1
TOTAL	100.0%	99.9%	100.0%	100.0%

C. DRUG AND ALCOHOL USE

Diagnosing and providing treatment for chemical dependency is a major component of the Anoka County Jail Treatment Program. Evaluating this aspect of the program is difficult because of the nature of the data. At program intake, clients may not be frank with the program staff concerning their past and current use of chemicals. Thus, the staff only recorded chemical dependency data where they were reasonably certain it was accurate. This explains the small number of cases in Table 19. While clients are in the program, the jail counselors rely on their own observations, the observations of the jail staff, and occasional random testing to

determine chemical use. If chemical use is suspected, the client is given a breathalyzer or urinalysis test. Although this testing does provide the project staff with hard data on the use of chemicals, it does have important limitations. A breathalyzer/urinalysis test can only measure chemical use at an isolated point in time. Unless a client is suspected of using chemicals or is selected randomly for testing, his use of chemicals may go undetected. The program staff, therefore, are uncertain concerning the use of chemicals on the part of a large number of the clients and have only recorded data they are reasonably certain is accurate (see Table 19).

TABLE 19 COMPARISON OF WEEKS CHEMICALLY FREE AT JAIL INTAKE AND PROGRAM TERMINATION FOR WORK RELEASE AND NONWORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM				
	WEEKS CHEMICALLY FREE			
	WORK RELEASE (N = 34)		NONWORK RELEASE (N = 8)	
	Intake	Termination	Intake	Termination
Mean	13.3	20.1	1.0	6.8
Median	2.5	12.2	0.6	5.5

As Table 19 shows, program clients have been free of chemicals substantially longer at program termination than at jail intake. In this instance, the median number of weeks chemically free is probably a better measure than the mean number of weeks chemically free. The small number of clients who have been chemically free for a number of years tends to skew the mean upward and obscure the degree of change between jail intake and program termination. Some of this increase in the number of weeks chemically free can probably not be attributed to the effects of the treatment program, however. Some of this increase

must be explained by incarceration alone. Program clients not on work release have little opportunity to obtain alcohol or drugs. Work release clients, on the other hand, still possess the opportunity to obtain alcohol and drugs. However, the supervision resulting from their incarceration may act as a deterrent for clients thereby reducing their alcohol and drug use. Unfortunately, there is no way to determine the degree to which incarceration and the resulting supervision may reduce alcohol and drug use.

Nevertheless, there is evidence which indicates that the chemical dependency counseling clients are receiving in the program does have some direct effect on the number of weeks the clients have been chemically free while in the program. For those clients for whom complete service data existed, the number of hours of chemical dependency counseling was correlated with the number of weeks the clients were chemically free while in the program. Among clients with service data, a moderately strong positive relationship was found between the number of hours of chemical dependency counseling and the number of weeks the client had been free of alcohol and drugs while in the program.¹

¹ The relationship had a Pearson correlation coefficient of 0.57 and was statistically significant at 0.01 (N = 20). One should remember that the client sample with service data was not randomly selected from the program population. However, it is a group which does not seem to be greatly different from the entire program population.

The relationship is even stronger for work release clients than for all clients.¹ Incarceration is likely to affect the ability of non-work release clients to obtain alcohol and drugs regardless of whether or not they have had chemical dependency counseling. Therefore, the correlation between the hours of chemical dependency counseling and weeks chemically free is higher and probably more accurate when work release status is controlled for.

Although the chemical dependency counseling does appear to have an immediate effect on chemical use, it is impossible to determine whether the program is meeting its goal of keeping 70 percent of the work release clients chemically free during the period from jail intake to release from the jail. For 71.5 percent (93) of the clients, the necessary data are missing. Among those clients for whom the data are available, 73.0 percent (27) remained chemically free while in the program. There is no way to determine whether this rate of success exists for work release clients for whom the data are missing.

D. CLIENT BEHAVIOR

One of the objectives of work release in the Anoka County Jail Treatment Program is the encouragement of good work habits while clients are in the program which will continue after the clients have left the jail. In order to achieve this objective, the program staff attempt to establish a

¹The relationship had a Pearson correlation coefficient of 0.66 and was statistically significant at 0.01 (N = 15). It should be noted however, that there is a high correlation (0.86) between the number of hours of chemical dependency counseling for work release clients and the number of days incarcerated. This suggests that there may be great difficulty in separating out the independent effects of such counseling from the effects of supervision resulting from incarceration.

good rapport with the clients' employers in order to monitor their work attendance effectively. Although there are a few instances where this cooperation with employers has been impossible to achieve, the program staff have generally found the employers helpful and cooperative.¹

Assuming, therefore, that the data supplied by the Anoka County Jail Treatment staff are accurate, attendance at work for those clients on work release appears to be fairly good. Only 12.6 percent (16) of the work release clients have had unexcused absences from work. Only 1 of these has had more than two absences.

In addition to unexcused absences from work, 2 (1.5 percent) work release clients have fled. This compares with 3 (15 percent) of the non-work release clients who have also escaped. In these instances, the non-work releases clients were all trustees.

Not only do the jail staff members try to assist clients in dealing with problems which have resulted in their incarceration and to prevent them from being reincarcerated, the program staff members also hope that treatment programming will help curtail management problems in the jail by limiting the number of clients involved in incidents which result in rule and disciplinary violations. In the Anoka County Jail, such violations for those on work release can result from returning to the facility intoxicated, from behavior which constitutes a probation violation, or from creating a disturbance in the jail. Among work release clients, 20.8 percent (26) have been involved in incidents which resulted in rule and disciplinary violations. *Because the program's goal is to keep 80 percent*

¹Interview with program staff, April 5, 1979.

of the clients free of major rule violations, the program is approaching but falling just short of meeting this goal.

Disruptive client behavior whether it consists of an escape from the facility or a major rule violation is clearly tied to the use of alcohol and drugs while incarcerated. Not only can intoxication or obvious chemical use result in a major rule violation, but other disruptive behavior often appears to be related to alcohol and drug use as well. Analysis revealed that of the 47 clients for whom accurate chemical use information was available while they were in the program, 70.2 percent (33) remained chemically free while in the program. Only 1 of those clients who remained chemically free was involved in disruptive behavior.

As was observed above, there appeared to be a moderately strong relationship with chemical dependency counseling and the number of weeks clients had been chemically free while in the program. However, there also appears to be a positive relationship between the amount of treatment and services provided and disruptive behavior. For example, clients for whom service data exist and who were not involved in disruptive behavior averaged 9.8 hours of chemical dependency counseling as compared with 23.7 hours of chemical dependency counseling for clients who were involved in disruptive behavior.¹

This apparent incongruity between the effectiveness of chemical dependency counseling keeping program clients free of alcohol and drugs while they are in the program and the disproportionate amount of chemical dependency counseling which disruptive clients have received appears

¹ Difference of means test not significant, however.

to be partly related to the length of time they are incarcerated. The amount of chemical dependency counseling clients received in the program was moderately correlated with the length of time they were in the program.¹ However, the longer clients were in the program and, thereby incarcerated in the jail, the greater the probability that clients would be involved in disruptive behavior. Nondisruptive clients (109) for example, averaged 54.7 days in the program, while disruptive clients (33) averaged 122.4 days in the program. Thus, it appears that the longer clients are in the program, the greater the likelihood that they will be involved in disruptive behavior despite the fact that they are likely to have received more chemical dependency counseling.

It is also possible that disruptive behavior which stems from alcohol and drug use may result in additional chemical dependency treatment. Hence, disruptive clients could be expected to average more chemical dependency counseling than nondisruptive clients. There is no way, however, to test this hypothesis directly.

E. SUMMARY

The Anoka County Jail Treatment Program is exceeding its goal of having 80 percent of the work release clients employed on a full-time basis or attending school on a full-time basis at the time of their release from the jail. The program is also approaching but falling just short of keeping 80 percent of the work release clients free of major rule violations. It is impossible to determine whether the program is succeeding in keeping 70 percent of the work release clients chemically

¹ The relationship had a Pearson correlation coefficient of 0.52 and was statistically significant at 0.0001 (N = 47).

free because of the substantial number of clients for whom accurate data are not available. For those clients for whom accurate data exist, 70.2 percent remained chemically free while in the program. The evidence also suggests that there is a direct relationship between the amount of chemical dependency counseling received and the number of weeks chemically free while incarcerated in the jail.

VIII. ANALYSIS OF TREATMENT EFFECTS: GOAL ATTAINMENT DURING 6- AND 12-MONTH FOLLOW-UP PERIODS

A. INTRODUCTION

For the analysis of treatment effects during the postprogram follow-up period, data were collected on clients 6 months and 12 months after they terminated from the program. As of March 31, 1979, 92 work release and 19 nonwork release clients had been released from the jail and "at-risk" in the community for 6 months. Sixty-eight work release and 15 nonwork release clients had been "at-risk" in the community for 12 months. Unfortunately, it was not possible to collect follow-up data on all of these clients. Some clients had moved and, therefore, could not be located. Others refused to cooperate with the jail treatment staff in supplying the necessary information. Generally, data could only be collected from those who were still on probation at the time of the follow-up. Data were also collected on all those who recidivated during the follow-up period and were returned to the Anoka County Jail. Consequently, data exist for 35 work release clients and 8 nonwork release clients who had been "at-risk" for 6 months, and 22 work release clients and 3 nonwork release clients who had been "at-risk" for 12 months.

B. POSTPROGRAM TREATMENT

After leaving the Anoka County Jail, some program clients continue to be involved in other types of treatment programs. Work release clients may have begun their program while still incarcerated, or may have

begun them after leaving the program as a result of referral by the jail treatment staff. Nonwork release clients have begun their programs after leaving the jail as a result of referral by jail treatment staff.

During the first 6 months after release from the jail, 21.2 percent (7) of the work release clients participated in some form of treatment programming. Two (29.6 percent) of the nonwork release clients also participated in such programming. During the second 12 months "at-risk," 1 work release client (4.5 percent) and 1 nonwork release client (33.3 percent) participated in treatment programs.

C. EMPLOYMENT AND EDUCATION

As was shown above, the vast majority of work release clients were employed at termination from the program and release from the jail. Among those clients for whom data are available, employment at the time of the follow-up appears to be fairly steady (see Table 20). Some decline in employment can be observed at the 6-month follow-up, but a slight increase can be seen at the 12-month follow-up. Employment was generally lower for nonwork release clients, but showed an increase between program termination and the time at follow-up. Because of the small number of cases, it is impossible to draw any conclusions concerning the long-term effect of incarceration on the employment of nonwork release clients.

Some work release clients were also involved in educational activities during the "at-risk" period. Two (5.9 percent) work release clients completed a vocational education program during the 6-month follow-up period. Three (8.6 percent) work release clients were

TABLE 20
COMPARISON OF EMPLOYMENT AT PROGRAM TERMINATION, 6-MONTH FOLLOW-UP,
AND 12-MONTH FOLLOW-UP FOR WORK RELEASE AND NONWORK RELEASE
CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM

EMPLOYMENT STATUS	6-MONTH FOLLOW-UP				12-MONTH FOLLOW-UP			
	PERCENT WORK RELEASE ^a (N = 32)		PERCENT NONWORK RELEASE (N = 6)		PERCENT WORK RELEASE ^a (N = 21)		PERCENT NONWORK RELEASE (N = 3)	
	Termination	Follow-Up	Termination	Follow-Up	Termination	Follow-Up	Termination	Follow-Up
Full time	93.8%	84.4%	16.7%	33.3%	85.7%	85.7%	66.7%	100.0%
Part time	0.0	3.1	16.7	0.0	0.0	4.8	33.3	0.0
Not working	6.3	12.5	66.7	66.7	14.3	9.5	0.0	0.0
TOTAL	100.1%	100.0%	100.1%	100.0%	100.0%	100.0%	100.0%	100.0%

^aPercentage employed at termination differ because program clients for whom there are data only partially overlap.

involved in educational programs at the time of the 6-month follow-up. One (4.5 percent) work release client was attending school at the time of the 12-month follow-up. None of the nonwork release clients attended school or vocational educational programs during the 6- or 12-month follow-up periods.

The employment and educational activities of work release clients are summarized in Table 21.¹ At the time of the 6-month follow-up, 87.5 percent (28) were active full time and at the 12-month follow-up, 81.8 percent (17) were active full time. Therefore, the Anoka County Jail Treatment Program is meeting its goal of having 80 percent of the clients employed, attending school or vocational training for the first year after release from jail.

TABLE 21 COMPARISON OF ACTIVITY STATUS AT PROGRAM TERMINATION, 6-MONTH FOLLOW-UP, AND 12-MONTH FOLLOW-UP FOR WORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM ^a				
ACTIVITY STATUS	6-MONTH FOLLOW-UP (N = 32)		12-MONTH FOLLOW-UP (N = 21)	
	Percent Termination	Percent Follow-Up	Percent Termination	Percent Follow-Up
Full time	93.8%	87.5%	77.3%	81.8%
Part time	3.1	3.1	4.5	9.1
Inactive	3.1	9.4	18.2	9.1
TOTAL	100.0%	100.0%	100.0%	100.0%

^a Nonwork release clients were not included because none were involved in any educational program at termination, the 6-month follow-up, or the 12-month follow-up. Therefore, their activity status was the same as that shown for employment in Table 19.

¹ This table is similar to Table 18. See page 44 for a definition of terms.

D. DRUG AND ALCOHOL USE

Another goal of the Anoka County Jail Treatment Program is to keep 70 percent of the chemically dependent clients free of chemical abuse one year after release from the jail. The lack of accurate data concerning chemical abuse by program clients after they have been released from the jail precludes evaluating the progress of the program in meeting this goal.

E. RECIDIVISM WHILE "AT-RISK"

Unfortunately, it is not possible to determine whether the Anoka County Jail Treatment Program is succeeding in keeping 80 percent of the program clients free from new convictions and/or probation revocations during the first year following their release from jail. The recidivism data are too incomplete to provide an effective measure of client recidivism. Data do exist, however, on the rate of return of program clients to the Anoka County Jail. Because follow-up data are available for all program clients who have been returned to the jail because of new convictions or probation revocations, the return rate is based on all clients who have been "at-risk" for 6 to 12 months, not just those for whom follow-up data are available (see Table 22).

TABLE 22 COMPARISON OF JAIL RETURN RATES AT 6-MONTH AND 12-MONTH FOLLOW-UPS FOR WORK RELEASE AND NONWORK RELEASE CLIENTS OF THE ANOKA COUNTY JAIL TREATMENT PROGRAM		
RELEASE STATUS	PERCENT RETURNED TO JAIL AT 6-MONTH FOLLOW-UP	PERCENT RETURNED TO JAIL AT 12-MONTH FOLLOW-UP
Work release	9.8 (N = 92)	16.7 (N = 68)
Nonwork release	10.5 (N = 19)	13.3 (N = 15)

The return rate of work release clients at the time of the 12-month follow-up is 16.7 percent. This is slightly higher than the return rate for nonwork release clients for the same period "at-risk." Of the 14 clients who were returned to the jail, 78.6 percent had been previously convicted of DWI or an aggravated traffic offense. It should be noted that this figure undoubtedly exaggerates the proportion of DWI and traffic offenders who recidivate as compared with those committing person and property crimes. Many of the latter who recidivate probably are not returned to the jail but sentenced to a state facility instead. It does suggest, however, that successfully treating DWI and traffic offenders can produce substantially lower return rates for the jail and thereby contribute to lowering the average daily population.

Further analysis of the available follow-up data revealed that those undergoing treatment after release from the jail were more likely to be returned to the facility than were those not in treatment. During the 6-month follow-up period, only 16.1 percent (5) of those not involved in postprogram treatment were returned to the Anoka County Jail. This compares with a return rate of 66.7 percent (6) for those involved in postprogram treatment. In all likelihood, those involved in postprogram treatment included those with the most serious types of problems. These clients, therefore, would be more likely to recidivate regardless of whether or not they were involved in treatment. These results, therefore, cannot be construed to suggest that the postprogram treatment clients are receiving is ineffective. Unfortunately, few data exist which can be used to evaluate the effectiveness of treatment programs after clients have been released from the jail. It can only be noted that of the 2 clients involved in treatment between their 6- and 12-month

follow-up, neither was returned to the jail. If more data were available, it might be possible to determine whether continued participation in postprogram treatment would result in reduced return rate.

Analysis also revealed that clients who were unemployed and not involved in any educational program at the time they terminated from the jail treatment program were more likely to be returned to the facility than were those who were employed or active in some educational program. Just under half (44.4 percent of 9 clients) who were not employed or attending school were returned to the jail as compared with 25.0 percent of 40 clients who were employed or attending school full time. Furthermore, these figures probably underestimate the relationship between full-time activity and the lack of recidivism, because the activity level of those for whom the follow-up data exist is lower than for all those who have terminated from the program.

F. SUMMARY

Approximately one-quarter of all program clients participate in some treatment programming upon release from the jail. The program is exceeding its goal of having 80 percent of its clients employed, attending school or vocational training for the first year after release from jail. Insufficient data precluded determining whether the program is succeeding in keeping 70 percent of the chemically dependent clients free of chemical abuse one year after release from the jail. Nor is it possible to determine whether the program is keeping 80 percent of its clients free of recidivism for one year following their release from jail. Data do exist on the jail return rate of work release clients, however, and show that 16.7 percent of the work releasees are being

reincarcerated in the Anoka County Jail. Although the jail return rate is undoubtedly lower than the actual recidivism rate, it is impossible to determine how much lower.

IX. SUMMARY AND RECOMMENDATIONS

Of the six goals which have been established for the Anoka County Jail Treatment Program, sufficient data exist to evaluate only three of those goals. The program is exceeding its goals of having 80 percent of the work release clients employed or in school at the time of release from the jail and one year after release from the jail. The program is approaching but falling just short of keeping 80 percent of the work release clients free of disciplinary reports while in the program. Although it is impossible to evaluate program goals related to chemical dependency, the evidence suggests that chemical dependency counseling is having a direct effect in keeping program clients chemically free while incarcerated in the jail.

Based on the progress of the Anoka County Jail Treatment Program in attaining its stated goals, we recommend that the program be refunded by the Anoka County Board. If the capacity of the Anoka County Jail is expanded, thereby causing the jail's average daily population to rise, additional staff will be needed to continue the same level of operation.

Although the jail treatment program is intended to serve all offenders in the jail, the original program goals were directed primarily at the work release program. As a result, work release clients appear to be fairly well served by the variety and extent of services and treatment available to them both inside and outside the jail, despite the programming limitations imposed because of a lack of space. Nonwork

release clients, however, are not adequately served. Only 8.7 percent of the sentenced offenders incarcerated in the jail for more than 14 days and serving straight time decided to participate in the program. Furthermore, because of the lack of programming space in the jail and because nonwork release inmates lack Huber privileges, they also have fewer programming options open to them. Given the current operations and limitations of the jail treatment program, the requirement that an inmate be employed in order to qualify for Huber privileges, means that unemployed offenders have less access to treatment than do employed offenders.

In order to provide adequate access to treatment and services to nonwork release inmates, we recommend that the jail treatment program staff work with the judges to expand the use of Huber privileges to include education and treatment release for those who would benefit from such activities and would present no threat to public safety. The use of these privileges should be especially targeted for those nonwork release offenders serving relatively long sentences (i.e., 60 days or more).

There are a number of reasons to expand the use of Huber privileges. Nonwork release clients generally have less education than work release clients both at jail intake and release and yet have fewer educational opportunities while incarcerated. Furthermore, none of the clients doing straight time were enrolled in any educational program when released from the jail or during the follow-up period. Use of educational release for unemployed clients needing additional education would increase the educational opportunities for nonwork release clients

while incarcerated, and hopefully increase the likelihood of nonwork release clients continuing their education after release from the jail.

The evidence also suggests that many nonwork release inmates could benefit from the use of Huber privileges for the purpose of obtaining treatment outside the jail. The evidence clearly demonstrates that chemical dependency is the largest single problem, both among program clients and other jail inmates. Much of the current chemical dependency counseling is being provided by outside agencies. Nonwork release clients whose chemical dependency problems require intensive primary treatment and who are not security risks, could begin this treatment while incarcerated. Furthermore, although the evidence is quite weak, it appears that clients involved in postprogram treatment are more likely to recidivate during the first 6 months while "at-risk" than the second 6 months. Assuming that such treatment is effective, participation in primary treatment while incarcerated may improve the client's chances for successfully completing a primary treatment program. Finally, clients requiring long-term postprogram treatment other than chemical dependency counseling could also benefit from treatment release.

The Anoka County Jail Treatment staff also should expand their job placement efforts for all program clients. Currently, only about 1 percent of the staff time is devoted to job placement. The program staff should work with the judges to obtain work releases for those unemployed clients whose primary need is employment and are not threats to public safety. These unemployed clients generally have worse work histories than do employed clients. Since one of the objectives of the work release program in the Anoka County Jail is the encouragement of good

work habits, the program should serve more of those clients who are most in need of work release--the unemployed.

In addition, nonwork release clients experience a sharp decline in full-time employment between jail intake and release. In order to minimize the negative consequences of incarceration for those clients who cannot qualify for Huber privileges, additional job placement assistance should be provided prior to release from the jail. Additional job placement combined with expanded use of work release for unemployed clients and educational release for those needing additional education may help reduce the return rate to the jail. The evidence shows that those employed full time or in an educational program full time are less likely to be reincarcerated in the jail.

Other improvements could be made in the treatment and services provided to inmates without Huber privileges if adequate programming space could be found within the jail. The efficiency of the program could be improved, for example, if greater use were made of group counseling as opposed to individual counseling, especially in the area of chemical dependency. Educational programs within the jail could also be expanded through the FTE programs for incarcerated persons under the age of 21 as administered by the Minnesota Department of Education.

The expanded use of Huber privileges would increase the programming options for a number of nonwork release inmates. Hopefully, the additional availability of services and treatment will encourage additional nonwork release clients to participate. Further improvements in programming which would become possible if additional space in the jail were found may also encourage more nonwork release clients to participate.

END