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**EMPIRICAL ANALYSIS AND EVALUATION  
OF THE  
CALIFORNIA DEPARTMENT OF YOUTH AUTHORITY'S  
POST PAROLE SUBSTANCE ABUSE TREATMENT PROGRAM  
EL CENTRO, CALIFORNIA**

---

**A Thesis  
Presented to the  
Faculty of  
California State University,  
San Bernardino**

---

**In Partial Fulfillment  
of the Requirements for the Degree  
Master of Arts  
in  
Criminal Justice**

---

**by  
Don Allen Josi**

**June 1992**

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**by  
Don Allen Josi  
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**Approved by:**

  
**Dr. Dale K. Sechrest, Chair, Criminal Justice**

6-11-92  
**Date**

  
**Dr. Franklin P. Williams III, Criminal Justice**

  
**Dr. Brian Watts, Public Administration**

## **Abstract**

Substance abuse drives the correctional populations in California. Recent estimates indicate that eighty-five percent of the wards incarcerated in Youth Authority facilities have used some form of illegal substance. Five out of ten recent parolee revocations involved a narcotic or drug offense. The unsuccessful abuse-prone adolescent parolee will eventually reach an age threshold when he will fall under the jurisdiction of the adult correctional system; an organization that has become the single largest financial drain in a state plagued by financial disparity.

In an effort to fulfill a legislative mandate to treat and control drug addictive tendencies among juveniles under its direction, the Department recently opened two "in-lieu-of-revocation" treatment facilities for post parole substance abusers. The following study is the culmination of an eight month evaluation of the Southern California-based program located in El Centro.

A total of 154 parolees (86 percent) who completed the program, from the first graduate in August 1990, through the end of December, 1991, were included in this study. Using a number of data collection techniques, i.e. program evaluation reports, survey questionnaires, and "OBITS" central computer information, the subjects were evaluated on a number of characteristics to effectively assess their treatment success. Pearson correlation coefficients, crosstabulation, and standardized regression models were used to evaluate twenty-four predictor variables against three pre-selected outcome variables. During the fifteen-month evaluation period, 83 individuals were unsuccessful



and removed from parole status (53.9 percent), seven out of ten (69.9 percent) removed during the first six months of re-parole. Fifty-four percent continued to abuse, however, 37.5 percent were considered drug/alcohol "free".

Projects of this nature have a tendency to evaluate program success against a measure of recidivism, or revocation. Quantitative measurement techniques do not accurately reflect nor accommodate extraneous interference. Individual failure is not always indicative of program failure; success is a measure of program objectives within a specific treatment paradigm. In the case of substance abuse, one indication of positive intervention would be the overall reduction in addiction and/or abuse. If treatment succeeds, we would not necessarily expect a lower rate of removal, but would expect an overall increase in the number of parole days. A comparison of pre-treatment vs. post-treatment parole days is perhaps the most disturbing outcome of this study. Pre-treatment days on parole averaged  $\bar{x} = 364$  days (sd=338.14), post-treatment results for the same group averaged  $\bar{x} = 150$  days (sd=102.67). A t-test measure of  $\bar{x}$  pre vs. post days for the 83 subjects was significant ( $t = 6.67$ ,  $p < .001$ ) with a mean difference of 214 days.

Overall the results were not very encouraging, however, certain elements of the program were favorable. Recommendations for program modification are included in the final chapter of this report.

## Acknowledgments

Beginning any study of this scope is a daunting project. I found the work on this thesis - extending over one year - to be particularly so. Although I was familiar with and in constant touch with much of the material, organizing and expressing my ideas to achieve the force I hoped for proved a formidable task. To the extent that I accomplished my goal, I am indebted to the dedicated men and women of the California Youth Authority who, in the face of true adversity, continue to try - please do not ever give up. To the seventy-seven parole officers who unselfishly responded to and assisted with the parole survey questionnaire; to Sue Easterwood, the department's data systems manager who proved the impossible could be accomplished, and to Ed Garcia, Kevin Ide and the entire staff of hard working professionals at the El Centro facility.

In earnest presentation as well to Dr. Shannon Reffett who provided me the opportunity to try. To my thesis committee, Drs. Frank Williams and Brian Watts, thank you for the unyielding faith and support, and in particular to my committee chairman, Dr. Dale Sechrest, my mentor and my friend, whose assistance, guidance, and unselfish support I will always cherish and remember.

Finally, in devotion to my darling wife, Josie, indeed a rare gem among mere mortals, who captured my heart so long ago and continues to redefine what it means to be beautiful and in love. Your faith and inspiration are more valuable than mere words can express.

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**Empirical Analysis and Evaluation  
of the  
California Department of Youth Authority's  
Post Parole Substance Abuse Treatment Program  
El Centro, California**

**Chapter  
1**

**Problem Statement**

**Introduction**

Many centuries ago in English seacoast towns, the Local town crier would ring a bell if residents of the village were lost or killed at sea. When the bell sounded, a member of seagoing families would be sent to find out "for whom the bell tolled."<sup>1</sup> If the bell signaled the loss of a member of another village resident, a sense of relief and happiness was experienced by all but the grieving families. The point of Donne's poem is that each man's death is a loss to all mankind.

It is this timeless realization which establishes the necessary focus on adolescents and their use, abuse, and dependency on illicit drugs/alcohol. Each year, studies indicate the mortality rate of adolescents and young adults increases. Most of these deaths can be attributed directly to drug and alcohol

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<sup>1</sup> Excerpt from John Donne's poem "No man is an island".



related accidents or situations. These findings are tragic, as our nation's most valuable resource, young human life, is diminished by a force which can be dealt with effectively.

The realization that the existing problem can be handled has moved communities, public schools, and the juvenile justice system to address this issue. Certain barriers must be overcome and new information must be provided, however, in order for old ideas and attitudes to be changed and replaced. Where adolescent chemical abuse is concerned, attitudes still are marked by much confusion and ambiguity. There is no consensus or consistent public attitude regarding adolescent substance abuse. For some, adolescent drug use has become "normal" or "typical juvenile behavior."

The primary barrier to overcome, then, is the pervasive denial that a problem does exist. This attitude is evident in almost every community and family throughout the country. Most will admit that if a problem does exist, it is probably worse in other families, communities and school districts. The fact remains, the slightest indication of the existence of a substance abuse problem must be addressed quickly and correctly, rather than overlooked or minimized. Even when it is not clearly evident, the chances are great that there actually is a need for concern and for the creation of some type of program to address the problems and concerns related to substance abuse. Among adolescents, the use and abuse of illicit drugs and alcohol has reached almost epidemic proportions, with far-reaching and devastating results. Aggressive and disruptive behavior, deterioration of academic performance, juvenile justice adjudicative interdiction, as well as other problems related to adolescent addiction continue to increase at an alarming rate.

## **Magnitude of Adolescence Substance Abuse**

Just how prevalent is adolescent drug abuse within our society? Consider the following data. Almost all young people in the United States are exposed to illicit drugs, and a high percentage experiment with them during adolescence. By the seventh grade, about half of all students feel pressured to try marijuana. By twelfth grade, more than half (57 percent) have succumbed to this pressure (Johnson, O'Malley, & Bachman, 1986), and 5.5 percent use marijuana daily. Marijuana experimentation and abuse is only one element of the problem. According to Beschner & Friedman (1986), a survey of high school seniors revealed the following:<sup>2</sup>

- 93 percent had used alcohol
- 27 percent had used stimulants
- 16 percent had used cocaine
- 15 percent had used hallucinogens
- 14 percent had used sedatives or barbiturates, and an equal percentage had used inhalants
- 13 percent had used tranquilizers
- 10 percent had used opiates other than heroin
- 9 percent had used LSD
- 8 percent had used amyl and butyl nitrates.

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<sup>2</sup> Beschner & Friedman Teen Drug Use, (1986) p.2.

Surveys generally do not include dropouts, who are even more likely to have experimented with and abused drugs, which would increase the percentages quoted.

The magnitude of adolescent drug use is frightening to most adults, particularly to parents, who realize that their children probably will be exposed to drugs at a very young age. Most parents are ineffective in trying to convince their children that drug use is hazardous. Part of this inability is the result of a lack of information and understanding about drugs and their effects. By high school, most children know more about illicit drugs than their parents.

Communities, school districts, and certain organizations within the criminal justice system, experienced a sense of hopelessness and helplessness over the issue of adolescent drug use and abuse. As these groups became more aware and more concerned with the senseless loss of human life and potential, and as alarming numbers of incarcerated juveniles and young adults were identified as substance abusers, active treatment programs began to emerge. Through the coordinated efforts of a few dedicated individuals, acceptable treatment standards were developed to deal with the issues surrounding juvenile abuse tendencies and the social and personal problematic causal factors associated with abuse.

### **Consequences of Adolescent Drug Use**

Adolescents use drugs for many reasons, not all of which relate to the anticipated or known psychoactive effects of the substance. As with all other

human behavior, motivations are complex and not always consciously understood by the individual. Motivations for adolescent drug use include expressing opposition to adult authority, identifying with a peer group, attempting to exhibit a desired personal attribute such as being "cool" or "macho", marking emergence from childhood and dependence into a more mature and adult status, and coping with problems or painful experiences in one's life. However, regardless of motivation, drugs of abuse affect the user's thinking and perception. Although the effects, or consequences, are different for different types of drugs, there is much overlap of effects across drugs. A single drug most often has multiple effects and at times these effects are contradictory. Such effects vary from individual to individual and even within the same individual at different times and in different settings.

Many drugs are capable of producing a euphoric high.<sup>3</sup> The most familiar of which is the feeling of well being and exhilaration produced by alcohol. Other substances, in particular amphetamines, cocaine, and the opiates may produce a more intense euphoria which contributes to repetitive use, habituation, and addiction. Feelings of euphoria can also occur after taking barbiturates or hallucinogens. Although most non-users would regard such effects as frightening and unpleasant, some users report feelings of elation and "mind-expansion." Many teenagers use drugs to feel better or to escape the problems associated with the adolescent maturation process.

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<sup>3</sup> Primary data source for background information on various drug actions and consequences of their use and abuse was Julien's A Primer of Drug Action, 5th Ed. New York: Freeman Co. (1988), and Beschner & Friedman, Teen drug use. Mass: Lexington Books (1986).

Most illicit drugs help to alleviate anxiety. All adolescents suffer from anxieties and pressures as they attempt to cope with profound physical and psychological changes. Lack of parental support, guidance, and understanding may weaken the adolescent's ability to cope. For some adolescents, the repetitive use of drugs represents self-medication for anxiety, tension, and/or depression. They may gravitate toward a substance which, they feel, relieves anxiety or in some other way enhances their ability to meet the demands of day-to-day life, such as improving their performance. These juveniles often believe that they function better, rather than worse, while self-treating with a drug of abuse. Amphetamines are frequently used to counteract feelings of fatigue, in the quest for psychic energy, or in alleviating the depression encountered among abusers (Julien, 1988).

Once the adolescent begins to use drugs for producing good feelings at a time of stress he or she is in trouble (Brook, Whiteman & Gordon, 1983). Most drugs lead to psychological and emotional dependence. The concept of using a drug to achieve normal function, rather than a state of euphoria or mind expansion, is even more applicable to those who become drug abusers - compulsive, uncontrollable, or irrational users. When the abuser tries to stop using, withdrawal or abstinence syndrome can develop. Feeling ill, physically and/or mentally, is a part of all abstinence syndromes and results in a strong desire to continue drug use in order to feel well. It's this vicious circle that sustains abuse and addiction.

## **Background - Interdiction Techniques**

The addiction treatment field is a little more than two decades old. As medical care professionals developed a disease approach to understanding the addictive process, financial resources, time, talent and research went into an exploration of the adult alcoholic.<sup>4</sup> Recently, this same field of professionals recognized adolescent chemical dependency as a sub-specialty, in the addiction treatment field, with its own unique set of associated problems. Prior to this development the reasonable approach was to neglect adolescent abuse as nothing more than a short-term, non-addictive circumstance of juvenile adolescence.<sup>5</sup> After all, wasn't the use of alcohol and the experimentation with drugs a natural consequence of the maturation process? Just as serious for the adolescent diagnosed with an addiction problem was the treatment methodology used within the medical profession. Little distinction was made between adult and adolescent addiction; therefore, whatever worked for one group should work for the other. Naive ideology was commonplace until the subjective orientation of a few began to understand and accept research which addressed the dynamics of normal adolescence, together with the destructive attributes associated with regular and prolonged use of mood-altering chemicals and their impact upon these processes.

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<sup>4</sup> See for example, Practical approaches in treating adolescent chemical dependency: A guide to clinical assessment and intervention. P.B. Henry (Ed.), (1989).

<sup>5</sup> Source material for this section primarily based on Fagan & Hartstone (1984). Dilemmas in juvenile corrections: Treatment interventions for special problem youths. California: URSA Institute.

Those of us who have gone through a relatively normal adolescence can remember the difficulties of growing up. Adolescence is a time in our lives when our behavioral patterns are most susceptible to suggestive influences. The transitional years are often accompanied by new wants and desires, sexual and drug experimentation, loss of respect for authority, peer pressure, recognition of differences in opportunity among our contemporaries, frustrations of various kinds, a yearning for adventure and loneliness - a search for one's identity. The pressures of adolescence today are intensified in a society characterized by high mobility, fragmented families, sexual and physical abuse, inconsistent child disciplinary practices, social changes, high-crime neighborhoods, double standards, racial prejudices, affluence, and poverty (Flowers, 1990). Given that most juveniles must confront some combination of these elements during their teenage years, it is reasonable to suggest that, for many, delinquent behavior and adolescent substance abuse experimentation are inevitable.

Adolescence is a difficult time for most. But these struggles are important and necessary to the developing adolescent if he or she is to mature as a responsible young adult. Yet some juveniles do not get this chance. They become emotionally bonded to chemicals. In the midst of these struggles, they try a mood altering chemical and they experience a euphoric feeling almost immediately. This allows them to escape from their struggles; it allows them to lay aside the painful searching for identity, relationships and values that are a necessary part of the adolescent maturation process. They give in to a chemical high as the solution to their seemingly impossible

struggles, and in so doing, they often give up essential elements in the growth process of adolescence.

The adult who begins using alcohol or other drugs after the adolescent tasks are completed, has already established an identity and has begun to form interpersonal relationships that are based upon interdependence. Recovery for the adult is a process of rehabilitation, a time for rebuilding his/her life. The juvenile who begins using chemicals in early adolescence or in the preadolescent years has little or no identity or stable relationships upon which to build in therapy. Therefore, with the chemically dependent adolescent, the process of rehabilitation should be considered a process of habilitation, a delineation that requires a different set of treatment modalities from the addicted adult counterpart.

This study of adolescent substance abuse is concerned with the State of California's attempt to deal with, treat, and re-integrate one adolescent sub-population, the male juvenile on parole from, and assigned to, the Department of Youth Authority.<sup>6</sup>

### **California's Juvenile Justice System**

Not long ago California was considered a model in the juvenile justice field. By 1970, California's youth corrections administrators could point proudly at the nation's largest and most progressive system of training schools for juvenile justice offenders. The state was considered fortunate to

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<sup>6</sup> Formally recognized as the Southern California Drug Treatment Program - a voluntary substance abuse 90 day treatment program for male parolees who have continuing problem with substance abuse addiction. The program is located at a secure facility in El Centro, California.



have juvenile detention facilities, separate from adult lockups and jails, in most of its 58 counties, as well as a network of county ranch and camp facilities for wayward youth (Steinhart & Steele, 1990). Thousands of Youth Authority employees and county probation officers were dedicated to the task of reforming juvenile offenders, and they had resources to invest in a variety of rehabilitative programs for youth.

By the mid 1970s, Californians had grown angry about cult murders, political assassinations and ghetto riots that occurred in the late 1960s and early 1970s. Elected officials campaigned on "get tough" crime platforms. Punitive legislation transformed the adult criminal justice system, eliminating the indeterminate sentence and restoring the death penalty.<sup>7</sup> This wave of reform washed over the juvenile justice system as well. The word "punishment" was added to the purpose section of the Juvenile Court law. The district attorney was brought into juvenile court proceedings; Changes in the law made it easier to try minors as adults. The Youthful Offender Parole Board embarked on a new sentencing plan which, within ten years, would double the length of time served by wards at Youth Authority institutions.

Just as the new Juvenile Court law changed to reflect new social values, an economic crises was about to change the criminal justice system. In 1978, California voters passed an extensive property tax reduction initiative (Proposition 13), resulting in a substantial reduction in justice agency budgets. Innovative youth programs and services were deleted without replacement.

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<sup>7</sup> A excellent explanation on this issue is located in Walker's, Sense and nonsense about crime: A policy guide, 2nd. Ed. (1989).

In the decade of the 90s California's juvenile justice system emerged from these two major events to face yet another serious economic setback. Program cuts, staff reassignment, and hiring freeze mandates have created substantial personnel shortages and taxed the delivery ability of the criminal justice system.

Until 1990, a protracted decline in the state's youth population kept juvenile arrests and referrals to the juvenile courts at steady levels.<sup>8</sup> Now the trend appears to have reversed; California's youth population is expected to rise by 30 percent over the next ten years.<sup>9</sup> The projected increase in the youth population will place new demands on a severely strained juvenile justice system.

The 1990s present an additional challenge for the juvenile justice professional. Recent data suggest that approximately 85 percent of all incarcerated juveniles in the state of California have a substance abuse problem.<sup>10</sup> Creative programs and constructive solutions to address and handle this and other problems will determine if California's juvenile justice system can reclaim its position of leadership through example.

Some progress in this direction has already been made. During the past decade, the California Youth Authority developed a number of unique

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<sup>8</sup> Between 1960 and 1980, the total number of juveniles arrested increased, reaching a peak in 1974, and leveling off somewhat from 1974 to 1980. The latter reduction in the number of persons arrested can be partly attributed to a decline in the United States of juveniles aged 10 to 17 after 1974. However, more recent indicators suggest juvenile crime may well be slowing down or at the very least, remaining steady. (Source, Bureau of Justice Statistics, Department of Justice, Washington D.C., (1989).

<sup>9</sup> Population management and facilities master plan 1992-1997, Department of Youth Authority, State of California, (1992).

<sup>10</sup> Characteristics of the CYA population - June 30, 1991. Research Division Information Systems Bureau, Department of Youth Authority, State of California, (1991b).

intervention programs to identify and treat adolescent substance abuse. By 1989, every institution, camp, and facility under the auspices of the Youth Authority provided a treatment program for the drug/alcohol user/abuser.<sup>11</sup> By 1990, the Youth Authority Department's financial resource appropriation provided the necessary funding to provide treatment support for the parole abuser; a voluntary treatment program to provide the parolee an alternative to possible parole revocation for a drug-related technical violation. The focus of this study concerns the efficacy of one such project that opened in the summer of 1990-the Southern California Substance Abuse Treatment program, a ninety-day, sixty-bed, medium security facility for male parole violators, located in El Centro, California.

## **Problem Overview**

Adolescent antisocial behavior is one of the most important and debatable issues we face as a nation in the 1990s. Despite indications that juvenile delinquency is decreasing, a closer look at the picture gives much cause for concern. Adolescent crime has become increasingly more sophisticated, violent and heterogeneous, and its participants younger (Brazemore, 1991). Gang violence has spread out from urban centers into suburbia, and gang members have become more organized in their activities. Unemployment and underemployment have escalated at an unprecedented

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<sup>11</sup> A study of institutions and camps formalized substance abuse programs: A quality enhancement project of the program review council. Department of Youth Authority, State of California, (1989).

rate while drug and alcohol use among adolescents has reached epidemic proportions.<sup>12</sup> One obvious aspect of adolescent misbehavior is how best to solve it. The juvenile justice system was once thought to be the answer. Throughout their relatively short history, state juvenile courts have had a level of unabated power to intervene in the lives of juveniles believed to be in need of supervision or protective services. The primary focus of the juvenile courts system was to identify and eliminate the underlying causes or conditions which lead the juvenile into delinquent behavior and not on punitive adjudication. Until the mid-1970s, it was not even necessary for a child to have committed a criminal act to be considered as a ward of the court and, therefore, beyond the control of his/her parents. This awesome power of the state to intervene was justified on the grounds that it was acting out of concern for, and in the best interest of, the child. Procedural changes in juvenile law in the late 1960s and early 1970s, brought about through a series of Supreme Court decisions,<sup>13</sup> provided juveniles many of the same protections afforded adults. These decisions created a major shift in the application of jurisprudence for those accused of delinquency and in the treatment of less serious delinquents.

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<sup>12</sup> An evaluation of the Youth Authority's job development program. Department of Youth Authority, State of California, (1991a).

<sup>13</sup> Starting with California in 1961, a number of revisions of juvenile court law were enacted, providing for closer adherence to standards of due process. The United States Supreme Court followed California's lead and in a 1967 decision (*Kent v. United States*) set forth a mandate which entitled juveniles to a formal hearing, assistance of legal counsel and access to pertinent records. Another 1967 Supreme Court decision was *In re Gault*, in which the court held that due process requires that juveniles be provided with notice of charges, legal counsel, right of confrontation and cross-examination of witnesses, protection against self-incrimination, a transcript of the hearing, and the right of appeal - the same rights afforded adults in criminal courts. In 1970, the Supreme Court decision *In re Winship* addressed the issue of proof beyond a reasonable doubt as an essential of due process and fair treatment required during the adjudicatory stage when a juvenile is charged with an act that would constitute a crime if committed by an adult. This standard replaced the "preponderance of evidence" rule which, at the time, was the accepted standard. As a result of the *Winship* decision, courts could not easily exercise wardship over juveniles.

The shift in treatment practices was stimulated by a broad coalition of youth advocacy groups and federal legislation that encouraged local jurisdictions to handle non-criminal truants and runaways through other means than the juvenile court. Because the increase in procedural protection requires the state to prepare juvenile cases just as diligently as if they were adult cases, juvenile courts have had to narrow their focus to those delinquents who are charged in serious criminal acts. The jurisdiction of juvenile courts is also being circumscribed by new restrictions excluding delinquents at the other end of the spectrum. In many states, juvenile courts now have little if any power over so-called "status offenders," who are primarily truants and runaways.<sup>14</sup>

In recent years the juvenile justice system has come under attack from at least two quarters: from those who feel the system is incapable of responding to the serious, adult-like adolescent offender; and from others who believe that the juvenile justice system has no business defining and governing behavior of juveniles that, even if not always acceptable, would not be illegal offenses were the perpetrators of adult age.<sup>15</sup> In addition, there are charges that sexual and racial discrimination are employed in juvenile justice practices. The police are caught in the middle, as they must often fight a losing battle on the front line against juvenile crime, decide whom to pull into the justice system and whom not to, and at the same time honor the rights of juveniles and protect themselves and the community.

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<sup>14</sup> Juvenile Justice and Delinquency Act of 1974 (amended in 1977), required that federal funds to states be subject to their discontinuing detention of status offenders in closed facilities that house delinquent offenders.

<sup>15</sup> See for instance, Wolfgang, Figlio, & Sellin, Delinquency in a birth cohort, (1972).

One of the principal shifts in philosophy that has brought about these changes concerns the nature and effectiveness of rehabilitative programming. Under the original concept of the juvenile court, the purpose of juvenile hearings was to identify the underlying causative factors associated with the minors' delinquent behavior and to decide on an appropriate treatment program designed to reduce or eliminate those factors. The range of possible treatment programs was only limited by the imagination and creativity of the judicial officer. A noble edict, the efficacy of which is subject to relentless debate and disagreement. Under the guise of rehabilitative treatment, many delinquent or merely troublesome youngsters were arbitrarily and summarily placed in detention centers and state training schools that were little better than the prisons they were supposed to avoid (Krisberg & Swartz, 1986). In many states the more extensive forms of "treatment" also involved the most extensive forms of punishment and institutional control. The punitive nature of these so-called treatment programs were instrumental in the modernization of the juvenile court system.

The second aspect of rehabilitative treatment that has helped scuttle traditional juvenile court concepts is its apparent futility. Nothing seems to work. Since the 1960s, many carefully designed experimental treatment programs failed to produce any measurable decrease in subsequent arrest rates when the treated youth were compared to similar delinquent youths who had not received the treatment.<sup>16</sup> The principal determinant of a juvenile's future criminality appears to be their previous record and not what

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<sup>16</sup> See for example, Martinson's What works? Questions and answers about prison reform . (1974), additional material by the same author in (1979), and Wilson's What works? revisited: New findings on criminal rehabilitation. (1980).

treatment program they are exposed to ( Steinhart & Steele, 1990 ). The likelihood of a future arrest begins at about 40 percent for youths with no prior arrests and increases steadily with each arrest until it levels out at about 75 percent for those with five or more (Greenwood and Zimring, 1985).

A recent review of randomly selected juvenile court dispositions from Riverside and San Bernardino Counties support these findings.<sup>17</sup> Unless their offenses are unusually serious, delinquents with minor records are given at least one more chance (diverted or placed on summary probation) in hopes that they will straighten out on their own. Those who commit more serious crimes (involving guns or injury to the victims) or who have established a lengthy prior record are subject to periods of confinement from 6 to 18 months.

### **Treatment Intervention - A Reconsideration of the Past?**

A new paradigm has emerged within the State of California's Department of Youth Authority; from the ashes of abandoned programs from the 1970s, the department has recently established a series of streamlined intervention procedures to address the single most important issue facing corrections today - the increased use and abuse of illicit drugs and alcohol. It is currently estimated the no less than eighty-five percent of all incoming juvenile wards and adult inmates assigned to a corrections facility have a problem with substance abuse.<sup>18</sup>

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<sup>17</sup> Files reviewed were randomly selected, without replacement, during a two day period in February, 1992.

<sup>18</sup> Current estimates of the Department of Youth Authority, "Charasteristics of the CYA population - June 30, 1991." Research Division Information Systems Bureau, Department of Youth Authority, State of California, (1991b).

Treatment intervention involves an attempt to identify those delinquents who are most likely to engage in sustained criminality . For an intervention program to be effective as a crime control strategy it must reduce the rate of subsequent criminality of its subjects below what would be expected without the intervening treatment. The conclusion that "nothing works" is based on certain assumptions about what distinguishes one treatment from another, namely that the principal difference among programs is the method of treatment, not the type of staff involved, or the quality of program leadership, or the situation in which it is used, or any of the other factors that might influence program outcomes (Ohlin, 1983).

What then constitutes an effective treatment intervention program? Theories about what methods should be used can only be a guide; they cannot provide clear-cut answers. Unfortunately, there is not a validated paradigm that tells us how to turn delinquents around, or to treat effectively long-term illicit use and abuse of drugs/alcohol. The practice of changing people's behavior is as much art as science. Some program implementors will be better than others. Until someone is successful in isolating those factors that invariably lead to more effective treatment programs over and above the obvious ingredients of hard work, consistency, determination, and good morale, researchers will have to continuously monitor program outcomes to know which, if any, effectively deal with the long-term eradication of substance abuse addiction.

Whether or not successful treatment programs are developed and implemented will greatly depend upon the legislative mandate of the juvenile justice system. If either the commitment of juvenile courts to rehabilitation



or the capability of the system to deliver on that commitment continues to decline, as it has in the past, then the future careers of most chronic juvenile offenders will be fairly predictable. They will become the obvious targets for longer incapacitative sentences. They will spend most of their young adult years locked up in institutions or striving to survive and fit into an urban environment that offers few productive roles for individuals with their skills and background.

# Chapter 2

## Literature Review

### Introduction

At the root of the issue of adolescent deviance and delinquent behavior are the various causes that are theorized and proposed by experts from various disciplines. One such theory concerns the effects of illegal drugs and alcohol on juvenile crime (Elliott, Huizinga, & Ageton, 1985). Does the use and continued abuse of illegal substances cause, predict, and enforce the deviant behavior? Or does the criminal activity pattern lead to and reinforce substance abuse?

The problem of substance abuse among youth is a matter of critical concern that cuts across and throughout American society. The United States has the highest rate of adolescent drug use in the industrialized world (Haggerty, 1989). Studies show that drug use among juveniles is ten times more prevalent than parents are aware of (Flower's, 1990). Other studies are just as revealing about the character and nature of adolescent drug use. After reviewing a series of studies on drug use and crime rates among adolescents and young adults conducted in the mid-1970s, Cohen (1978) concluded that youthful offenders who use hard drugs have significantly higher arrest records than non-users, and according to self-report studies,

crime rates attributed to active drug-using offenders far exceed recorded arrests or convictions.

Information on the crime rates of drug-using youths comes primarily from data collected in 1980 by Elliott and Huizinga. Their National Youth Survey, a self-report study of a national probability sample of adolescents, showed that nearly 50 percent of serious juvenile offenders (who admitted having committed three or more index offenses in the previous year) were also multiple, illicit drug users. Eighty-two percent of these chronic serious offenders reported use, beyond experimentation, of at least one illicit drug. In this sample, incidence rates of alcohol use among serious delinquents were four to nine times those of non-offenders, rates of marijuana use were 14 times those of non-offenders, and rates of use of other illicit drugs were six to 36 times those of non-offenders, depending on the drug.<sup>19</sup>

### **The Drug/Crime Connection**

Criminal behavior and drug use often occur simultaneously. A Rand survey of prison inmates in California found that over 40 percent reported using drugs such as heroin, barbiturates, or amphetamines in the 3 years before their incarceration (Chaiken & Chaiken, 1982). A study of 2,000 inmates in California, Michigan, and Texas revealed that 83 percent of prisoners incarcerated for violent offenses were taking drugs daily during the month prior to their committing an offense.<sup>20</sup> In a study of substance abuse

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<sup>19</sup> For a complete detailed analysis on the National Youth Survey, see Elliott, D., & Huizinga, D. The relationship between delinquent behavior and ADM problems. (1984).

<sup>20</sup> See for instance, Bry, B.H., "Predicting drug abuse: Review and reformulation," from Journal of Addictions, Vol.18(2), (1983). pp.223-33.

among juveniles adjudicated for violent crimes, half reportedly used alcohol or drugs prior to their violent behavior; 40 percent reported using drugs immediately prior to their committing offense (Hartstone & Hansen, 1984).

These findings have led to speculation and research regarding possible causal relationships between drug use and crime. Some have argued that drug use causes or exacerbates crime (Gropper, 1984; Hartstone & Hansen, 1984; Wish & Johnson, 1986), while others suggest that individuals with criminal tendencies are inclined to become drug abusers (Gandossy, 1980). According to Kandel, Simcha-Fagan, & Davies, early initiation of drug use and antisocial behavior in childhood increases the risk of drug abuse and high-rate offending during adolescence (Kandel, Simcha-Fagan, & Davies, 1986). Elliott, et al. (1985) argue that delinquency and drug abuse are different behavioral manifestations of a "deviance syndrome" that results from common etiological factors and processes.<sup>21</sup>

During the past few decades a large number of studies demonstrated a statistical correlation between drug use and crime.<sup>22</sup> Prior to 1975, policy makers and law enforcement officials commonly accepted an "inference of causality" theory which suggested a "drug use causes crime" correlation. A major setback to this claim first surfaced in late 1975 at a one-day workshop sponsored by National Institute on Drug Abuse (NIDA). Convened for the purpose of establishing a federal drugs-crime research agenda, the final conclusion of the panel proved to be politically disturbing to number of

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21 Elliott, et al.,(1985) p.48.

22 An excellent reference on this issue is Inciardi's The War on drugs II. (1992). California: Mayfield Publishing.

government drug and justice officials. On the basis of existing data and prior research relating to the "inference of causality," the panel suggested that such a relationship could not be demonstrated, and called into question the underlying fundamental assumption of the American drug-control policy, prevalent at the time, that by reducing the demand for drugs through prevention and treatment initiatives, the criminality of the addict could be eliminated (Gandossy, 1980). Nevertheless, the NIDA participants established a federal drugs-crime research agenda. A number of subsequent studies funded through NIDA and more recently the National Institute of Justice, tend to reinforce or perhaps revise the elusive drug-crime, chicken-egg controversy.

During a extensive follow-up study of addict careers in Baltimore, Ball, Shaffer, & Nurco (1983) found that there were high rates of criminality among heroin users during those periods that they were addicted and markedly lower rates during times of non-addiction. A series of studies conducted in Miami demonstrated that the amount of crime drug users committed was far greater that anyone had heretofore imagined, that drug-related crime could at times be exceedingly violent, and that the criminality of heroin and cocaine users was far beyond the control of law enforcement (Inciardi, 1992). Other research investigations were arriving at similar conclusions.<sup>23</sup> What most seemed to be saying was that although the use of heroin and other drugs did not necessarily initiate criminal careers, it tended to intensify and perpetuate them. In that sense, it might be said that drug

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<sup>23</sup> See for example Speckart, G. & Anglin, M.D. "Narcotics use and crime: An overview of recent research advances." Contemporary drug problems (1986), pp. 741-769 and Chaiken, J. & Johnson, B.D. Characteristics of different types of drug-involved offenders. (1988), Washington D.C.: National Institute of Justice.

use freezes its devotees into patterns of criminality that are more acute, dynamic, unremitting, and enduring than those of other offenders.

An understanding of the relationships between delinquency and drug use among adolescents has been made more difficult by the fact that both minor delinquency and the occasional use of alcohol and marijuana have become relatively widespread among American adolescents. The majority of teenagers commit minor delinquent offenses such as shoplifting or vandalism and try alcohol and marijuana before graduating from high school (Johnston, O'Malley, & Bachman, 1986). While not desirable, minor delinquency and occasional use of alcohol and marijuana have become statistically normative. The factors that lead to these behaviors are likely to be quite different from factors that lead to serious and persistent delinquency or to frequent use of illicit drugs (Beschner & Friedman, 1986).

Evidence suggests that participation in delinquent behavior generally precedes drug use chronologically.<sup>24</sup> Among most youths, delinquent behavior peaks between ages 15 and 17, while drug involvement increases during the teen years and peaks in the early 20s. A small proportion of these youth continue both serious criminal behavior and frequent drug use into adulthood (Elliott, et al., 1985). This small group of drug-using chronic offenders is responsible for a disproportionate number of violent and property crimes (Wolfgang, Figlio, & Sellin, 1972). The relationship between crime and drug use suggests that treatment services for young offenders should include components targeted at both behaviors.

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<sup>24</sup> An debateable positon supported by Hawkins, Jenson, & Catalano, (1988).

## **Recidivism and the High-Risk Juvenile**

A dismal record has been compiled by the correctional field in its effort to reduce the recidivism rate of juvenile offenders released from secure correctional confinement. This failure appears to occur at a faster rate for juveniles than for their adult counterparts, and disproportionately within a subgroup of institutionalized juvenile offenders who have established a long record of criminal misconduct and other dysfunctional behavior such as substance abuse. This sub-population has been identified and tracked repeatedly over the past twenty years starting with the youth cohort studies by Wolfgang, et al. (1972), and more recently by Dickinson (1981); Greenwood and Zimring (1985); Elliott, et al. (1985); Haggerty (1989); and Altschuler and Armstrong (1991) among others. These studies have a common thread - all reveal a persistent pattern of intense and serious delinquent activity by a small percentage of individuals. Not surprisingly, substantial numbers of this high-risk group are plagued by a multitude of problems. They have not only engaged in frequent criminal acts against persons and property, but also experience a variety of emotional and interpersonal problems, a great many accompanied by physical and mental problems associated with continued abusive behavior related to illegal drugs and/or alcohol.

The need to identify and respond appropriately to this category of youthful offender has, in turn, led to major rethinking of how the juvenile justice system should be structured and operated, both philosophy and practice. Among researchers and practitioners alike, this realization carries with it a sense of urgency to develop and implement specially-designed

intensive programs; the goals of which include the closely supervised re-entry of this sub-population into the host community, accompanied by sufficient service and support to ensure a reasonable level of community protection and public safety.

## **Juvenile Employment and Parole Reintegration**

An indicator of ability to successfully re-enter the community while on parole is reflected by a willingness and successful attempt in finding and holding a job prior to commitment and subsequent to release. Parolees, in general, seem to need a special "helping hand" in locating and retaining legitimate employment; occupational stability seems to provide a deterrent to crime.<sup>25</sup> Without a job the youth is thwarted from developing ties to legitimate sources of income. Unfortunately, this indicator has been dropping during the last few years. In 1981, 68 percent of California Youth Authority wards were in the job market at the time of their first commitment; by 1987 the indicator declined to a low of 46 percent, a figure that matches the national urban unemployment rate for young, urban males.<sup>26</sup> Several factors could account for this drop. First, the number of available jobs in the community could be declining. This is a reported concern nationwide. Second, drug involvement could be interfering with the desire and physical

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<sup>25</sup> An evaluation of the Youth Authority's job development program. Department of Youth Authority, State of California (1991a).

<sup>26</sup> Report to the Legislature of the State of California: Youth Authority institutional length of stay and recidivism, California juvenile arrest rates, and guidelines for parole consideration dates. Department of Youth Authority, State of California (1988).



ability to hold a job. Third, involvement in drug dealing could be substituting for legitimate employment.

This involvement in drug dealing can be either on an individual or gang related basis, both of which have been increasing rapidly. Recent studies indicate that gangs are emulating a business structure in the manner of organizing members and in conducting sales.<sup>27</sup> Given that about 67 percent of the California Youth Authority wards have been affiliated with gangs prior to commitment,<sup>28</sup> and that gang membership has been growing, part of the decline in illegitimate employment may be linked to a rise in selling drugs.

### **Community Reintegration of Post-Adjudicated Offenders**

Despite the perceived correlative relationship between substance abuse, delinquent behavior, and adolescent employment, the juvenile justice system, like the medical profession, has not always adequately treated drug use among youthful offenders. During the past few years, the powers within the system recognized and addressed this inadequacy as evidenced by the growing number of substance abuse programs at the institutional level. However, many of these programs use adult treatment models which often ignore the link between delinquent behavior and drug abuse (Fagan & Hartstone, 1984; Henry, 1989). In addition, juvenile substance abuse

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<sup>27</sup> See for instance, Skolnick, J. H. Gang organization and migration: Drugs, gangs and law enforcement. Department of Justice, State of California (1989).

<sup>28</sup> Population management and facilities master plan 1992-1997, January, 1992, pg. 44. Department of Youth Authority, State of California (1992).

programs fail to address the problem of community reintegration, transition, and effective supervision upon release from treatment.

The majority of supervision treatment for juvenile offenders in operation today are best characterized along a continuum that gives major priority to surveillance at one end and treatment or services at the other (Armstrong, 1988). A pure surveillance (ISP) approach would place exclusive focus on monitoring through curfews, home visits, electronic surveillance and the like to ensure that risk to the public from re-offending is minimized. Conversely, the ideal type "treatment/services" approach would target serious offenders for intensive therapeutic interventions as well as for services such as remedial education and jobs training. This approach appears to be derived from projects similar to the "New Pride" programs of the late 1970s,<sup>29</sup> an approach focused on rehabilitative as well as incapacitating objectives, emphasizing the assumed relationship of services to decreases in re-offending.

Surveillance and treatment overlap in many programs. What both approaches seem to share, however, is a passive orientation toward the offender, who is seen as the target of monitoring and surveillance on the one hand, or a recipient of services on the other. Avoidance of certain behaviors, (e.g., substance use and abuse, committing new offenses), and/or submission to treatment, (e.g., attending counseling or treatment-oriented classes), are generally the primary indicators of program success. Neither the surveillance nor the treatment/services emphasis demands an active,

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<sup>29</sup> For additional information on the "New Pride" programs, the reader is referred to a report by Gruenewald, P., Laurence, S., & West, B., National evaluation of the New Pride replication program final report. California:: Pacific Institute of research and Evaluation.(1985).

behavioral commitment. In this regard, they are not unlike other post-custody supervision programs that have been similarly criticized for responding to offenders as passive recipients of services or punishment (Armstrong, 1991).

Brazemore (1991) suggests an alternative approach to parole supervision of adolescent juveniles upon release from custody and/or treatment units that relies heavily on employment and work experience. Focused on engagement of the offender in productive activity, the most important feature of this approach is the systematic use of work and employment as tools to accomplish the primary goal of post adjudication supervision - public protection through "incapacitation in the community" (Brazemore, 1991). Unlike surveillance approaches that place parole officers in the role of waiting for offender recidivism and/or a relapse in substance abuse behavior to occur, or treatment/services approaches that require practitioners to deliver therapy or remedial services to passive recipients, Brazemore's "employment model" makes offender completion of positive requirements major indicators of program success. In addition to successful job and work experience performance, first among these requirements is restitution to victims and community service. The emphasis on reparative justice and victim accountability is thus a major feature of this approach and will become the adaptive emphasis of this studys recommended post-adjudication model.

For the most part, the few recent attempts in the criminological literature that describe "promising approaches" to community supervision of juvenile offenders have had little to say about programs and practices

emphasizing work experience and employment (Greenwood and Zimring, 1985).

Compared with the more glamorous and well-publicized juvenile offender experimental programs of the 1980s, job-enhancement programs emphasize cooperation through teamwork and close association with other juvenile offenders and/or substance abusers. Unlike the "wilderness" approaches, which generally involve removing offenders to remote locations, the job work programs' emphasis on keeping the offender in the community gives priority to *reconciliation* and *reintegration*, sending a very different message about the responsibility of local communities for their own delinquency problems.

### **Substance Abuse Within the California Youth Authority**

Substance abuse drives the correctional populations in the state of California. Current estimates indicate that approximately 85 percent of the wards in the California Youth Authority have used some form of illegal substance,<sup>30</sup> and that 54.7 percent of all parole revocations within a 24 month follow-up for calendar year 1988 involved a narcotic or drug offense.<sup>31</sup> The real failure rate, though, is not apparent from California Youth Authority statistics. Wards who fail to be positively affected by the Youth Authority reach a point at which they do not return. It is at that point, an age

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<sup>30</sup> Report to the Legislature of the State of California: Youth Authority institutional length of stay and recidivism, California juvenile arrest rates, and guidelines for parole consideration dates. Department of Youth Authority, State of California (1988).

<sup>31</sup> 24-months - parole performance follow-up for 1988 releases to parole, November 1991. Department of Youth Authority, State of California (1991e).

threshold, that they are arrested and fall under the jurisdiction of the State's jails and Department of Corrections. Part of the serious overcrowding of the State's adult correctional system is attributable to the carryover of persons from the Youth Authority who continue to engage in unlawful behavior, fueled by problems of substance abuse.

In order to understand substance abuse treatment needs in the California Youth Authority population, this analysis must examine characteristics of the problem. The analysis must begin with the recognition that the substance abuse trend for wards does not mirror trends in the general population.<sup>32</sup> For example, a recent high school survey indicated that in some instances the use of certain drugs may be leveling off. This seemingly hopeful finding is not applicable to school dropouts who are expected to have a higher involvement with drugs than those who stay in school.<sup>33</sup> Drug-related commitments within California Youth Authority population characteristics statistics comprised only 2.0 percent of the ward population in 1981. By 1991, this percentage had increased to 12.4 percent of the general population - an increase of 10.4 percent of the aggregate population totals within a ten year period!<sup>34</sup>

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<sup>32</sup> A study of institutions and camps formalized substance abuse programs: A quality enhancement project of the program review council. Department of Youth Authority, State of California (1989).

<sup>33</sup> Bureau of Juvenile Statistics data report. Bureau of Justice Statistics, United States Department of Justice, Washington D.C. (1989).

<sup>34</sup> Population management and facilities master plan 1992-1997. Department of Youth Authority, State of California (1992).

## **Historical Overview: California Youth Authority Substance Abuse Program Profile**

Consistent with the California Youth Authority's mission to protect society and to enhance the perception of personal growth and the individual's ability to change, the department has developed relevant drug and alcohol abuse education, treatment and aftercare programs to assist youthful offenders reintegrate into and adhere to community expectations. Part of the reintegration process considered within the scope of "holistic" treatment for the individual ward is a commitment by the department to encourage and promote local community aftercare programming appropriate to drug and alcohol abuse prevention.

The California Youth Authority efforts to provide treatment services to incarcerated wards who exhibit drug and/or alcohol problems began as a result of the California legislature's mandate of 1959 authorizing the Department "to establish narcotic treatment control units for the purpose of such study, research and treatment as may be necessary for the control of addiction or imminent addiction to narcotics of persons committed to the Youth Authority."<sup>35</sup>

To meet this legislative mandate, the Youth Authority first instituted the "Narcotic Control Project" in May of 1962, in the Los Angeles County area. The primary goal of the program was to provide services which would reduce and eliminate the use of narcotics among Youth Authority wards. The

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<sup>35</sup> State of California, Health and Safety Code Section 11750.

attainment of this goal would also protect society and reduce recidivism among juvenile offenders.

The program consisted of four basic elements: periodic anti-narcotic (Nalline) testing of parolees, the use of intensive parole supervision (thirty parolees per agent), individual and group counseling. Together with short-term re-confinement and treatment of parolees reverting to drug use these elements encompassed the Department's initial effort to control and correct substance abuse among its client population.<sup>36</sup>

During the "drug-culture" era of the 1960s and early 70s the California Legislature authorized the Youth Authority to develop a program of rehabilitation, education and treatment of persons committed to the department institution's who were addicted or habituated to opiates, amphetamines or barbiturates. Three such institutional-based drug programs were established to identify "hard-core" drug offenders within the Youth Authority population.

In addition to changes in drug usage patterns over the years, the characteristics of the Youth Authority wards also changed. The average ward is now older, commits more violent offenses, is more aggressive and assaultive, less likely to be amenable to treatment intervention, and is extensively involved in, or is dependent upon alcohol or drugs.<sup>37</sup>

A 1981/82 parole release cohort of 2,086 randomly selected cases was studied to determine the extent of substance abuse involvement of Youth Authority wards. This study indicated that 69 percent of the cases sampled

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<sup>36</sup> The narcotic control program, Department of Youth Authority, State of California (1970).

<sup>37</sup> Characteristics of the CYA population - June 30, 1991. Research Division Information Systems Bureau, Department of Youth Authority, State of California (1991b).

had enough involvement in drug or chemical abuse for it to become a part of the official probation or Youth Authority file. Current estimates suggest these figures have increased to at least 85 percent of all wards committed to Youth Authority institutions. In addition, 54.7 percent of all 1988 parolees revoked during a 24-month follow-up study were for narcotic and drug offense related characteristics.<sup>38</sup> In addition, the increased use of cocaine and heroin, "crack",<sup>39</sup> has added significantly to the number of substance abusers within the incarcerated population. This increase in the number of substance abusers led to the establishment of substance abuse programs at each Youth Authority institution and forestry camp. By 1987, twenty "formalized" drug and alcohol abuse treatment programs for incarcerated juveniles were certified by the State of California, Department of Youth Authority.<sup>40</sup>

By 1989, significant waiting lists for drug and alcohol programs developed as a result of increased commitments to the Department of Youth Authority and a greater proportion of the ward population requiring intervention for chemical abuse. In response, a "bed savings" proposal was approved which established an additional four units. These 70-bed initial assignment treatment facilities were designed to admit low-category offenders immediately following reception center processing. Simultaneously, the Parole Services Branch implemented a bed-savings proposal with a 43

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<sup>38</sup> Ibid.

<sup>39</sup> A highly addictive, inexpensive form of cocaine, may be the most harmful drug ever to hit the streets. Known also as "rock", crack is smoked rather than snorted. It absorbs quickly through the lungs and provides an intense rush to the brain in just seconds in a highly concentrated form of cocaine. Unlike regular cocaine addiction that can take as long as three to four years to develop, crack abusers usually become addicted within six to ten weeks. Crack is also believed to be responsible for a growing proportion of the drug-related and violent crime across the country, particularly that involving criminal gangs.

<sup>40</sup> A study of institutions and camps formalized substance abuse programs: A quality enhancement project of the program review council. Department of Youth Authority, State of California (1989).



bed 90-day Drug and Alcohol Abuse Counseling and Work Program - an alternative to parole revocation for parolees involved in relapse behaviors. In mid-1990, a second 60-bed "in-lieu-of-revocation" program was established in El Centro for relapsing parolees from the southern portion of the state.

The El Centro Substance Abuse Intervention Program is but one attempt to isolate, treat, and re-integrate the juvenile abuser successfully back into the community. The following study is the culmination of an eight month research evaluation of the El Centro program, together with a time-series follow-up investigation of a majority (86 percent) of the parolees who have successfully completed treatment, starting with the project's first graduate in August 1990.

# Chapter 3

## Methodology

### Program Description: El Centro Southern California Drug Treatment Program

#### Overview:

On July 1, 1990 the Southern California Drug Treatment Program was officially opened at a refurbished county juvenile detention center in El Centro, California. The program is part of the California Youth Authority's effort to provide treatment services to substance abusers as mandated by the State legislated Health and Safety code section 11750. The program provides a 90 day community-based residential counseling program for 60 male parolees experiencing substance abuse problems. The objective of the program is to offer parolees an alternative to parole revocation due to substance abuse, and to aid them in their drug recovery efforts through voluntary relapse intervention.

#### Program Criteria

Admission Criteria: The El Centro treatment program requires parolees to meet one or more of the following criteria to determine appropriateness for acceptance into the program:

1. Parolee must be a male between the ages of 18 and 25 years, currently on parole in the Southern California parole region.
2. Parolees with a drug/alcohol problem that interferes with a successful parole performance.
3. Positive drug tests, or failure to provide a drug test as directed.
4. Failure to attend required substance abuse counseling program.
5. Avoiding parole supervision due to substance abuse problem.
6. Drug or alcohol related arrest (other than for sales), where use is not indicated.
7. Personal commitment from the parolee to address his substance abuse problem; a willingness to participate in all areas of the program.

**Exclusion Criteria:** Parolees may be denied admission to the program if:

1. Parolee has a history of, or has demonstrated a continuing pattern of violence or disruptive activity.
2. Sustained petition for arson, or arson related offense.
3. Escape within the previous two years from a secure Youth Authority or county facility.
4. Severe psychological/psychiatric problems.
5. Medical problems which require ongoing attention.
6. Anticipated placement problems upon completion of the substance abuse program.

7. Less than five months remaining on parole upon admission to the substance abuse program.
8. History of drug sales, with no overt drug use/abuse.
9. Seventeen years old or younger.
10. Individual who has been committed for or has a history of sex related crimes.

**Referrals:** Parole agents pre-screen potential participants to determine program amenability and individual parolee needs for structure and treatment, utilizing referral packets supplied to them by the Southern California Drug Treatment Program. Referrals are made directly to the El Centro program committee which has first right of refusal. Once a parolee has been accepted, the parole agent of record makes arrangements to have the parolee transported to the facility. Upon arrival, the parolee receives a complete medical and dental exam prior to admission into the program. Behavior at El Centro is monitored, fighting or other serious acting out behavior is considered grounds for removal and referral to the parole board for appropriate action.

**Treatment Modality:** The "Recovery Dynamics" 12-step Alcoholics Anonymous type program is used to teach and reinforce chemical abuse recovery skills. This 28-day classroom-based course is structured to direct the participants through a series of reading, lecture, and written assignments designed to teach insight into the chemical abuse lifestyle and the decisions necessary to gain sobriety. Ongoing progress checks and assessments are

conducted on a regular basis to determine the parolee's progress and commitment to recovery.

### **Program Components:**

#### 1. Phase I - Orientation and Chemical Abuse Treatment (30 Days)

Upon arrival residents are screened for contraband and provided with a basic orientation which includes:

- Program rules and regulations
- Available program services
- Disciplinary and grievance procedures
- Individual goal setting

During the first month the primary emphasis of the program employs "Recovery Dynamics" as a method of counseling substance abusers who are in treatment. The core of the program is the textbook Alcoholics Anonymous which explains the 12-step recovery concept and its practical application to the residents personal lives. "Recovery Dynamics" directs recovery through a series of activities and written assignments that follow a precise sequence designed to gain insight into substance abuse life-styles and how to make a decision to change from a life of addiction and crime to a life of sobriety and responsibility.

2. Phase II - Work Program (60 Days) Following successful completion of the "Recovery Dynamics" course, program participants leave the academic milieu and enter into a six day per week work program. Phase II emphasizes hard physical labor, working with the California Department of Parks and Recreation. Typical projects range from trail maintenance to weed eradication. Other projects include fund raising efforts with for the

Child-Abuse Prevention Council and the Catholic Community Service helping harvest produce which is subsequently distributed to low income residents and senior citizens throughout the Imperial Valley.

3. Phase III - Community Service (30 Days) A variety of community-oriented projects designed to engage program wards with the community in a positive and productive manner. This phase is part of the final month of the program.

4. Phase IV - Re-entry (30 Days ) The final phase occurs simultaneously with Phase III and is primarily focused on reinforcement issues and the ward's commitment to addiction recovery and to network with community-based programs that will assist him in fulfilling recovery goals. Phase IV includes the following activities and commitments:

- Weekly "Recovery Dynamics" principles are discussed and reinforced through group and individual counseling sessions in addition to written assignments.

- Alcoholics Anonymous/Narcotics Anonymous meetings designed to acclimate program wards to community meetings which are a vital component of their continuing recovery. A close liaison with field parole officers, individual and small group counseling to assist the ward in successful community reintegration.

- Personalized Recovery Plan Workbook - required of all wards during the last phase. The workbook includes community resource information and agency contacts that can be utilized while on the street. Additionally, it includes employment possibilities and completed job applications.

## **Evaluation Process**

Program coordinators and youth counselors conduct ongoing written and verbal assessments through review of written assignments designed to evaluate the overall progress and assess the recovery commitment of each ward. Youth Counselors meet weekly with each participant to discuss recovery progress, status in the program, and to address any other problems encountered by the ward.

## **Chemical Abuse Testing**

Mandatory random urine testing is conducted to ensure a drug-free environment is maintained. Urine testing is also conducted when there is probable cause to believe that drug/alcohol use has occurred.

## **Hypotheses**

### **Introduction**

The Southern California Drug Treatment Program at El Centro first opened as a substance abuse residential counseling center mid-year, 1990, and re-integrated the first successful graduates back on parole status in August, 1990. El Centro is promoted as a 90-day community-based residential counseling program for California Youth Authority male parolees experiencing substance abuse problems, affording the individual an alternative to parole revocation as a direct result of alcohol and/or drug abuse. Utilizing a process of "Recovery Dynamics" and work training, the El

Centro treatment facility is an intervention model designed to treat the individual's particular abuse tendency and to re-integrate the parolee into the community. El Centro could be considered a less obtrusive adjudicative model for recovery than the alternative method of parole revocation and placement in a highly secure institution.

Consistent with the overall objectives of this program, evaluation and follow-up should produce the following results:

### **Hypothesis 1**

If the program successfully treats the individual's addictive problem and underlying behavior characteristic(s) responsible for the abusive behavior, then:

(a) A follow-up assessment over time after treatment should reveal a significant reduction in overall substance abuse by the parolee; and,

(b) A reduction in parole removal subsequent to program graduation should be found; and,

(c) Any "longer number" of successful parole days (SPD) after program completion when compared to overall number of SPD's should be found, prior to acceptance into the program.

### **Hypothesis 2**

If the program successfully treats the individual's addiction problem, then the opportunity to gain and maintain meaningful employment should be significantly improved over pre-treatment employment numbers.



## **Subjects**

### **Individual Participants Under Study (Experimental Group).**

All successful graduates of the El Centro Substance Abuse program, from its first graduate (August, 1990) through (December, 1991) - a total of 186 individuals<sup>41</sup>, were considered for evaluation, however, follow-up data were obtained on a total of 154 individuals of this original group. This figure represents 82.8 percent of the total.<sup>42</sup>

A process of tri-angulated data collection and verification was the method used to collect, cross-reference, and verify the chronological history and present status of each parolee graduate. Information aggregation included the written assessment reports submitted by the on site evaluation team (i.e. youth counselors, parole agents, treatment team, etc.) who dealt with and evaluated each individual on a weekly basis during the treatment process (subjective). In addition to the evaluation report, a multi-page survey questionnaire (Appendix C) was distributed to each individual's parole officer of record (subjective and objective). The information provided was coded for analysis and merged with data provided by the Department of Youth Authority's Offender Based Institutional Tracking System (OBITS), a

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<sup>41</sup> Initially, a total of 202 parolees were identified by the senior parole officer of the El Centro program as having successfully completed the treatment between the aforementioned dates. Of those reported, 4 individuals were listed twice, and 12 graduated after the predetermined cutoff date of 12/31/91, leaving a population total of 186 graduates.

<sup>42</sup> Information on thirty-two individuals was unavailable from the respective parole agents. Without complete information the chance for error increased significantly. For this reason, the thirty-two were excluded from the survey assessment.

comprehensive central computer system containing information on all wards entering the California Youth Authority.<sup>43</sup>

### **Lack of Control Group - Justification**

New program. The Southern California Substance Abuse program at El Centro and the Fouts Springs program in Northern California are representative of the Department's first endeavor at treatment intervention for the substance abusing post-parolee faced with the possibility of parole revocation for a drug/alcohol related violation. Both projects first opened mid-year 1990, consequently, neither had developed a sufficient data base of acceptable candidates who were not selected due to either a lack of space or sufficient time remaining on parole. Had an adequate pool been available, a comparable control group could have been developed through a process of random selection. In lieu of a random or quasi-experimental control group, participant demographic data were compared and equated to the Department's "general population" profile demographics for 1991,<sup>44</sup> in conjunction with material from a 24 month follow-up study on 1988 Youth Authority parolees.<sup>45</sup> Also, it was possible to compare parolee performance pre and post program involvement.

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<sup>43</sup> The subjective assessment of the evaluation team and the individual's parole officer (also the agent of record prior to the parolee's placement in the treatment program) would normally be deemed inadequate and biased, thus unusable within the scope of a project of this nature. However, outcome statistics alone cannot adequately profile the extent of the offender's drug use, attitudinal adjustment to community re-integration, meaningful employment as well as other variables which are an important indication of success. For several reasons, information on a total of 32 subjects, could not be verified and were therefore removed from the comprehensive assessment

<sup>44</sup> Characteristics of the CYA population - June 30, 1991, Research Division Information Systems Bureau, Department of Youth Authority, State of California (1991b).

<sup>45</sup> 24 months - parole performance follow-up for 1988 releases to parole, November 1991, Department of Youth Authority, State of California (1991e).

Technical violation revocation vs. revocation for any new criminal offense. Subjects participating in the El Centro program are substance abusers who, in essence, were given another chance for successful parole and re-integration into the community through treatment for their addiction problems. The possibility of revocation was due to a "technical violation" of parole requirements,<sup>46</sup> and not for a new criminal act or omission. It would, therefore, be difficult to locate and justify a satisfactory comparison group among other subjects awaiting adjudication on unrelated technical or outright criminal violation(s).

### **Conclusions**

Although the demographic data on program participants is closely related to the general population within the California Youth Authority jurisdiction, program elements and restrictions are of a nature that precludes an overall comparison with our participant group. However, baseline information on the sub-set of successful graduates coupled with comparison data on pre-program behavior provides some indication of the overall success of the program model, a justifiable defense for acceptable hypotheses research experimentation and verification.

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<sup>46</sup> According to the central parole division and the senior parole agent at the El Centro facility, a technical violation within the context of eligible program participants would include one or more of the following violations, (1) "dirty" urinalyses test, (2) failure to complete the mandatory urine test, and (3) a drug related offense.

## **Demographic Characteristics:**

### **El Centro Graduates v. General Population and Southern Region Parolees**

#### **Age:**

	<u>Gen Pop.</u> <sup>47</sup>	<u>So. Region</u> <sup>48</sup>	<u>El Centro</u> <sup>49</sup>
Average Age (Mean)	19.0	20.8	20.6

#### **Parole Removal by Narcotic and Drug Offenders**

	<u>Gen Pop.</u>	<u>So. Region</u>	<u>El Centro</u>
Overall Percentage	54.7 percent	Unavailable	54.6 percent

#### **Annual Cost - Per Bed:**

General Population (1991) - \$31,738 per bed<sup>50</sup>

El Centro Program (1991) - \$??,??? per bed<sup>51</sup>

#### **Ethnicity:**

Detailed in Table 1, Figure 1.

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<sup>47</sup> State of California - Department of Youth Authority's "OBITS" General information computer program, February, (1992).

<sup>48</sup> State of California - Department of Youth Authority, "Population management and facilities master plan 1992-97," (1992).

<sup>49</sup> State of California - Department of Youth Authority, "24 Months - Parole performance follow-up for 1988 releases to parole," November, (1991e).

<sup>50</sup> Figures derived from California Department of Youth Authority, "Staff News, the Official Newsletter of the California Department of Youth Authority," Vol. 38(41), September 27, 1991.

<sup>51</sup> At the time of the final draft presentation, budget information on the El Centro program was not released either by the central office in Sacramento or from El Centro, although responsible individuals at each location had been contacted numerous times regarding this information. All parties concerned agreed to provide this information, one can only speculate that someone in the Department of Youth Authority did not want me to have access to the budget expenditures for this program.

Table 1

**Ethnicity Comparison (Percentage)**

	<u>General Pop.</u>	<u>So. Region</u>	<u>El Centro</u>
Caucasian	19.1 percent	14.2 percent	11.7 percent
Black	38.2 percent	44.7 percent	50.0 percent
Hispanic	36.4 percent	36.8 percent	35.1 percent
Other	6.3 percent	4.3 percent	3.1 percent

Figure 1

**Ethnic Profile**

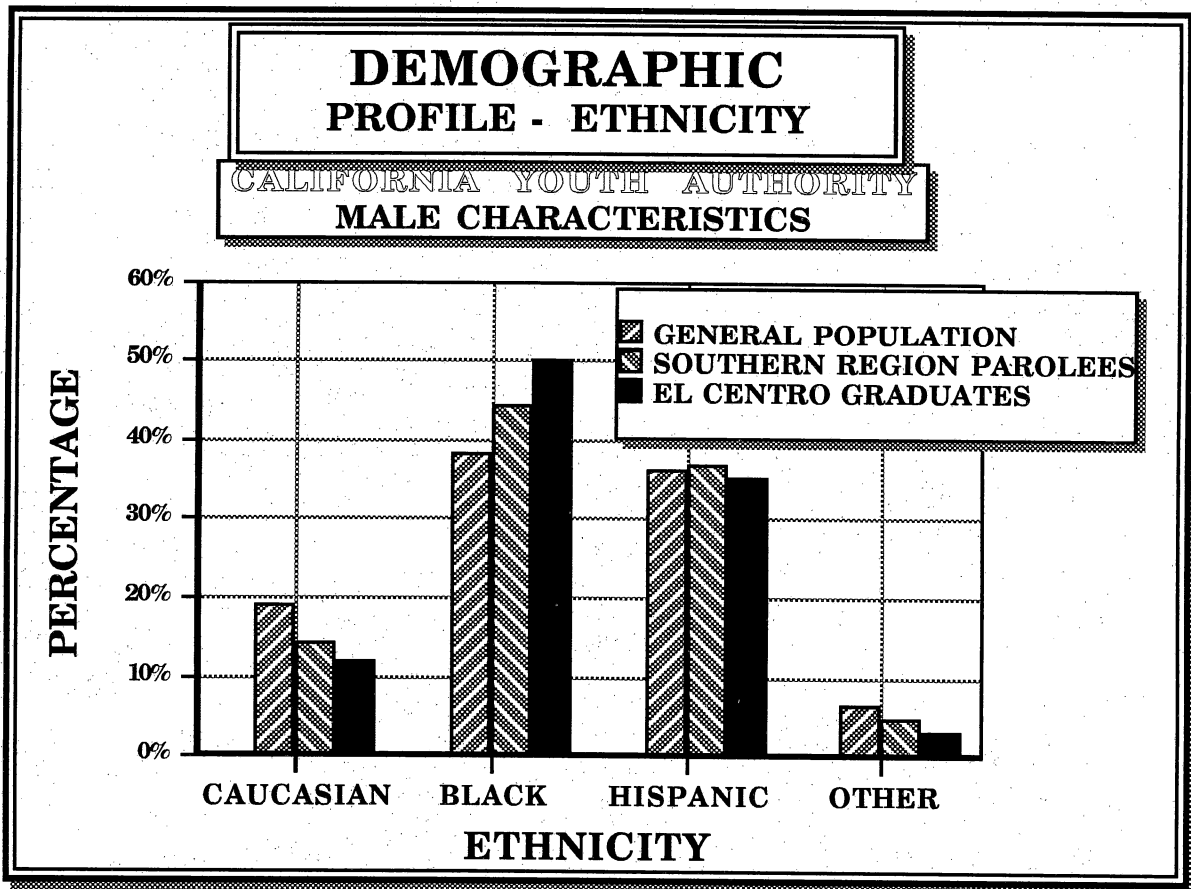


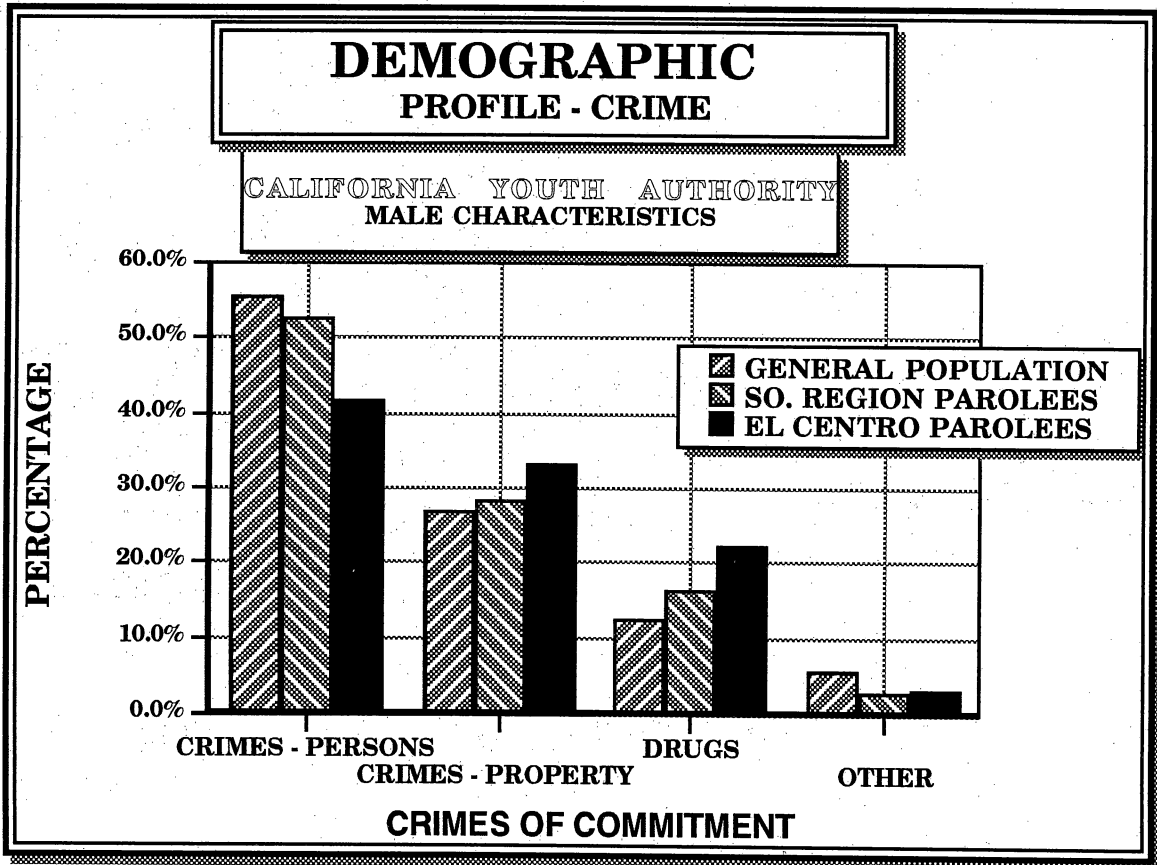
Table 2

**Crimes Of Commitment**

	<u>Commitment Offense Breakdown</u>		
	<u>General Pop.</u>	<u>So. Region</u>	<u>El Centro</u>
Crimes against persons	55.3 percent	52.7 percent	41.6 percent
Crimes against property	26.8 percent	29.2 percent	33.1 percent
Drug violations	12.4 percent	10.6 percent	22.1 percent
Others	5.5 percent	7.5 percent	3.2 percent

Figure 2

**Crime of Commitment Profile**



**Parole Removal Comparison:**<sup>52</sup>

Table 3

**1988 Male Cohort v.ElCentro Graduates**  
**Removal Percentage - Cumulative**

<u>Number of Months</u>	<u>1988 Male Cohort</u> <sup>53</sup> (N=1594)	<u>El Centro Grads.</u> <sup>54</sup> (N=154)
3-6 Months	4.3 percent	3.2 percent
6-9 Months	15.5 percent	14.9 percent
9-12 Months	26.0 percent	26.6 percent
12-15 Months	35.0 percent	37.0 percent
15-18 Months	47.8 percent	53.9 percent

<sup>52</sup> According to the California Youth Authority definition, removal includes parolees returned to the Youth Authority by the courts with a new commitment and individuals discharged (honorable, general, and dishonorable) from the Youth Authority jurisdiction by the youthful offender parole board. Ward revocation percentage is a portion of removal excluding the above. Neither status includes nor make an allowance for individual AWOL's or parolee's incarcerated in a county facility.

For purposes of clarification, removal with regard to the El Centro program and only the El Centro program will include the following categories of non-active parole status individuals:

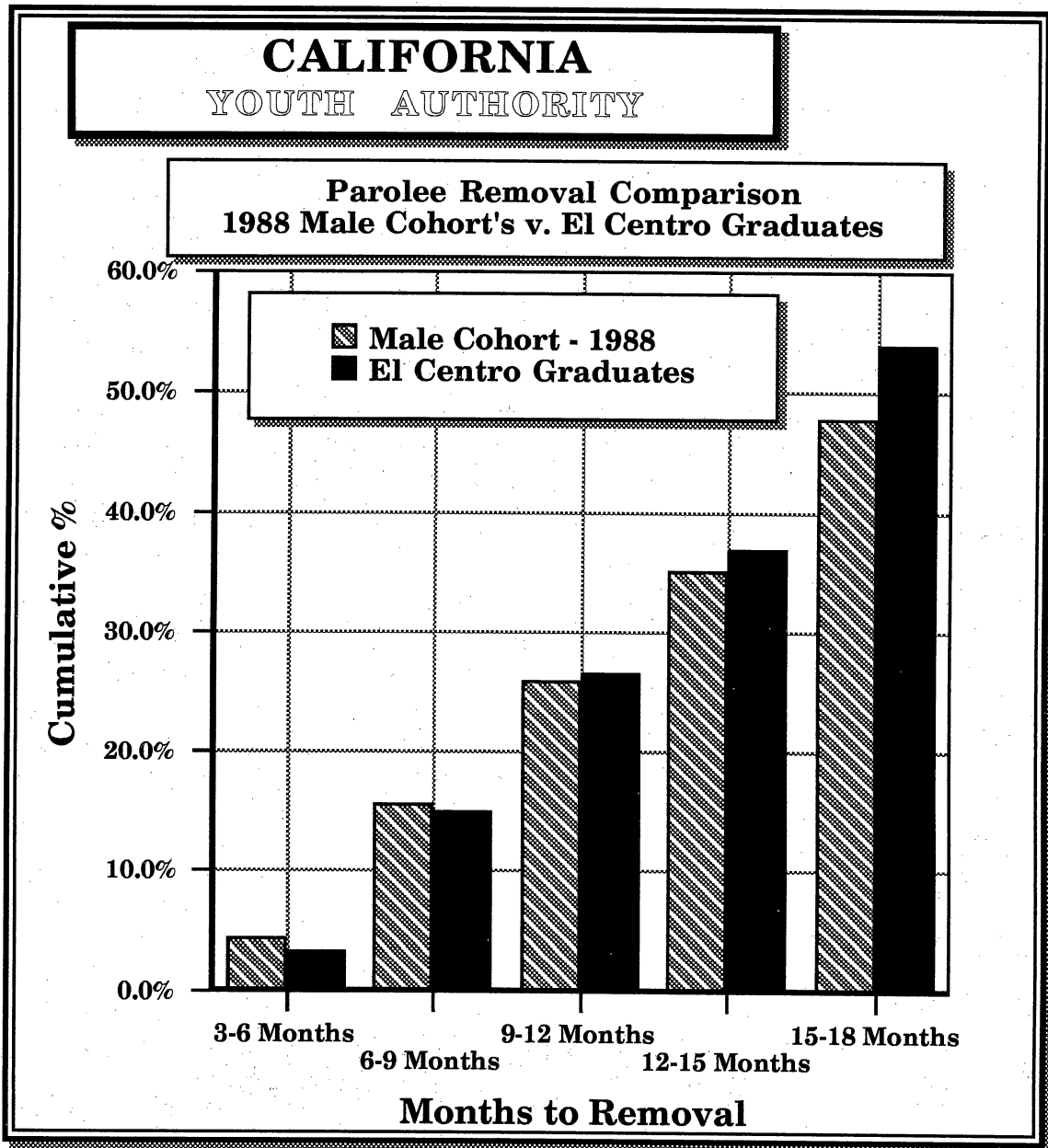
- 1) Individual's revoked by the Youthful Offender Parole Board.
  - 2) Individual AWOL's at the time of the cutoff date March 15, 1992.
  - 3) Individual's dishonorably discharged to the California Department of Corrections by the Department of Youth Authority.
  - 4) Individual's incarcerated in a county facility awaiting trial on a Class I felony charge.
- Individualized statistics and type of removal are detailed in Appendix A.

<sup>53</sup> State of California - Department of Youth Authority, "24 Months - Parole performance follow-up of 1988 releases to parole," (1991e).

<sup>54</sup> Statistical accumulation for El Centro Graduates from the program inception (August 1990) through successful graduation as of December 31, 1991. Information retrieved from the State of California - Department of Youth Authority's "OBITS" General Information Computer Program and survey questionnaire follow-up with the respective parole agents responsible for the individual parolee. A copy of the survey instrument is located in Appendix C.

Figure 3

**Parolee Removal Comparison**  
**1988 Male Cohort's v. El Centro Graduates**





## **Data Collection - Triangulated Data Comparison**

### **Evaluation Exit Reports - El Centro Staff**

Upon completion and successful graduation from the substance abuse program, an overall assessment and evaluation report is filed with the parolee's office of assignment. This report details the individual's attitude and participation record during the four phase treatment program.

This report constitutes important subjective measures of the following:

1. Subject's overall participation in the program
2. Subject's ability to assimilate and work with peer groups
3. Staff's appraisal of the parolee's success upon release and reintegration into the community.

### **Parole officer follow-up survey questionnaire and individual assessment.**

A multi-purpose (refer appendix C) survey questionnaire designed to assess the overall function and successful integration of the parolee during post-treatment. The questionnaire was submitted to and filled out by the successful graduate's parole officer. A total of twenty-five questions were asked detailing subjective opinions in conjunction with an objective analysis of the current performance of the parole-graduate. Topics included demography, marital status, financial status, educational level, means of support, vocational training, number of prior convictions, special problem areas, type(s) of substance abused both prior to and after completion of the El Centro program, date of original parole prior to treatment, number of days on original parole, parole officer assessment for success, gang affiliation, if any, questions regarding current substance abuse, arrests or

detentions after treatment, support group participation, level of supervision and assistance needs as well as current parole status, (i.e. still on parole, off parole, revocation, removal of any type).

### **Offender Based Institutional Tracking System (OBITS).**

OBITS is a centralized data base program created to assist the Department of Youth Authority's Central Office in making decisions about ward management, control and rehabilitation. During the past decade, the system has been modified to make it more useful to institution and parole staff. The system now concentrates on providing information on ward jurisdiction and confinement time, daily movements, characteristics, behavior and other activities while in the institution and on parole.

Ward movements, e.g. admissions, transfer, and releases are entered into the system each working day by institution, parole region and Information Systems staff as well as parole movement data, transfers, local incarceration, and AWOL status. The system allows each institution and parole office access to background information on each parolee as well as the current status performance of each parolee.

The material provided by the management staff of the "OBITS" system proved to be a comprehensive method of data collection to objectively cross-reference the survey questionnaire submitted by the individual's parole officer and the staff evaluation performance records provided by the director of the El Centro treatment program.

## **Conceptual Framework**

This empirical analysis assesses the effects of a conceptual model of substance abuse treatment for a group of adolescent parole violators; the overall short term success in the eradication of abusing behaviors and its impact on the employability of the treated subject. This model considers successful treatment on three outcome variables (1) PDYSPOST - (the number of successful parole days completed after graduation from El Centro), (2) SUBABUSE - (individual's current and past substance history), and (3) MEANS - (individual's current employment status as a means of support). Other variables are shown in Table 4. Subsequent to the regression analysis to determine those independent variables that have a meaningful effect on parole days, means of support and current substance abuse, prior substance abuse was correlated with current parole status and means of support to determine the significance of the relationship between these variables and reoccurring substance abuse.

Standardized logistic regression models were constructed to determine the effect of predisposing characteristics (ethnicity, age, education, vocation, current status, previous drug history, gang activity, previous criminal history), enabling characteristics (current substance use and frequency, current gang involvement, ability to function in community with minimum of supervision, number of arrests after treatment, support group performance) and, need characteristics (marital status, financial responsibility, continued substance abuse, parole performance, parole violations after treatment, current employment performance) against each of the dependent (outcome) variables.

Table 4

**El Centro Graduates**  
**Variable Identification - Pre Scaled**

<b><u>Variable</u></b>	<b><u>Removals</u></b> (N=83)		<b><u>On Parole</u></b> (N=69)		<b><u>Totals</u></b> (N=152)	
	<b><u>N</u></b>	<b><u>%</u></b>	<b><u>N</u></b>	<b><u>%</u></b>	<b><u>N</u></b>	<b><u>%</u></b>
<b><u>POETH</u></b> - Ethnicity						
Caucasian	7	8.4	11	15.9	18	11.8
Black	46	55.4	31	44.9	77	50.7
Hispanic	28	33.7	24	34.8	52	34.2
Other	2	2.4	3	4.3	5	3.3
<b><u>MARSTAT</u></b> - Marital Status						
Married	3	3.6	3	4.3	6	4.3
Unmarried	72	86.7	61	88.4	133	95.7
<b><u>FINRESP</u></b> - Financial Responsibility						
Self Only	54	65.1	49	71.0	103	76.3
Self+Others	8	9.6	11	15.9	19	14.1
Other	10	12.0	3	4.3	13	9.6
<b><u>HIGRDCR</u></b> - Highest Grade in School						
1st-8th	12	14.5	8	11.6	20	16.0
9th-10th	26	31.4	26	37.7	52	41.6
11th-12th	25	30.2	28	40.5	53	42.4
<b><u>FINHS</u></b> - Graduate High School or Obtain GED						
H.S. Diploma	7	8.4	8	11.6	15	11.5
GED	7	8.4	9	13.0	16	12.2
Neither	55	66.3	45	65.2	100	76.3
<b><u>MEANS</u></b> - Employed After El Centro						
Employed	6	7.2	20	29.0	26	19.5
Unemployed	65	78.2	42	60.9	107	80.5
<b><u>VOCATN</u></b> - Listed Vocational Ability						
Skilled Labor	6	7.2	6	8.7	12	10.8
Unskilled Labor	42	50.6	40	58.0	82	73.9
Other	9	10.8	8	11.6	17	15.3
<b><u>NOCONV</u></b> - Number of Previous Convictions						
None	12	14.5	13	08.8	25	24.3
1+More	40	48.2	38	55.1	78	75.7
<b><u>CURSTAT</u></b> - Current Parole Status						
Not on Parole	83	100.0				
On Parole			69	100.0	152	100.0
<b><u>SUBABUSE</u></b> - Substance Abuse History						
None	2	2.4	4	5.8	6	4.4
Past Only	9	10.8	33	47.8	42	30.9
Past+Present	62	74.7	26	37.7	88	64.7

<b>Variable</b>	<b>Removals</b>		<b>On Parole</b>		<b>Totals</b>	
	(N=83)		(N=69)		(N=152)	
	<b>N</b>	<b>%</b>	<b>N</b>	<b>%</b>	<b>N</b>	<b>%</b>
<b><u>GANGINV</u> - Gang Involvement (Current)</b>						
No	18	21.7	26	37.7	44	28.2
Yes	54	65.1	37	53.6	91	59.9
Unknown	11	13.2	6	8.7	17	12.9
<b><u>DRGTPPRE</u> - Substance of Choice Pre-El Centro</b>						
Alcohol	10	12.0	8	11.6	18	11.8
Drugs	52	62.7	44	63.8	96	63.2
Marijuana	21	25.3	17	24.6	38	25.0
<b><u>MLTDUPRE</u> - Multiple Substance Abuse Pre-El Centro</b>						
No	62	74.7	58	84.1	120	79.8
Yes	21	25.3	11	15.9	32	20.2
<b><u>DRGTPPST</u> - Substance Use Post-El Centro</b>						
None	26	31.3	31	44.9	57	37.5
Alcohol	9	10.8	3	4.3	12	7.9
Drugs	36	43.4	15	21.7	51	33.6
Marijuana	12	14.5	7	10.1	19	12.5
Unknown			13	18.8	13	8.6
<b><u>MLTDUPST</u> - Multiple Use Post-El Centro</b>						
No	42	50.6	29	42.0	71	47.2
Yes	9	10.8	3	4.3	12	6.5
Unknown	32	38.6	37	53.6	69	46.3
<b><u>PARASS</u> - Parole Officer Assessment of Parolee's Chance of Successful Parole</b>						
Good Chance	1	1.2	11	15.9	12	8.7
Fair Chance	13	15.7	37	53.6	50	35.9
Poor Chance	60	72.3	17	24.6	77	55.4
<b><u>ELCENASS</u> - El Centro Staff Assessment of Parolee After Treatment</b>						
Good Chance	14	16.9	31	44.9	45	29.6
Fair Chance	30	36.1	21	30.4	51	33.6
Poor Chance	39	47.0	17	24.6	56	36.8
<b><u>ABCNT</u> - Parole Officer Assessment of Parolee's Continued Abuse</b>						
Never	1	1.2	20	29.0	21	15.1
Infrequently	16	19.3	7	10.1	23	16.5
Frequently	8	9.6	5	8.2	13	9.4
Unknown	49	66.2	33	50.8	82	59.0
<b><u>ABIMP</u> - Does Continued Abuse Affect Ability to Function in Community?</b>						
No Impact	5	6.0	24	34.8	29	20.7
Moderate	13	15.7	15	21.7	28	20.0
Severe	21	25.3	6	8.7	27	19.3
Unknown	44	53.0	24	34.8	56	40.0
<b><u>ARRESTS</u> - Number of Arrests Post-El Centro</b>						
None	11	13.3	37	53.6	48	31.3
1+More	36	43.4	14	20.3	50	32.9
Unknown	36	43.3	18	26.0	54	35.8

<u>Variable</u>	<u>Removals</u> (N=83)		<u>On Parole</u> (N=69)		<u>Totals</u> (N=152)	
	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>%</u>
<b><u>SUPGRP</u> - Support Group Attendance Post-El Centro</b>						
None	15	18.1	5	7.2	20	13.1
AA/NA	10	12.0	11	15.9	21	13.7
Counseling	5	6.0	15	21.7	20	13.1
Combination	5	6.0	11	15.9	16	10.5
Other	29	34.9	17	24.6	46	29.5
Unknown	19	23.0	10	14.7	29	20.1
<b><u>SUPLEV</u> - Parole Officer Assessment - Level of Supervision Necessary</b>						
Low	1	1.2	4	5.8	5	2.6
Medium	7	8.4	31	44.9	38	25.0
High	57	68.7	25	36.2	82	65.4
Unknown	18	22.7	9	13.1	27	7.0
<b><u>PERSADJ</u> - Assistance Required for Personal Adjustment in the Community</b>						
Some	2	2.4	30	43.5	32	21.0
Great Deal	69	83.1	34	49.3	103	69.5
Unknown	12	14.5	5	8.2	17	9.5
<b><u>PARDANO</u> - Number of Parole Days Prior to El Centro</b>						
0-6 Months	27	32.5	31	44.9	58	37.5
6-12 Months	27	32.5	16	23.2	43	29.6
Over 12 Months	29	34.9	22	31.9	51	32.9
<b><u>PDYSPOST</u> - Number of Parole Days Post El Centro</b>						
0-6 Months	58	69.9	31	44.9	89	58.6
6-12 Months	21	25.3	26	37.6	47	30.9
Over 12 Months	4	4.8	12	17.4	16	10.5
<b><u>PSTECOFF</u> - Removal Offense Post El Centro</b>						
Person	15	18.1				
Property	8	9.6				
Drugs	29	34.9				
Other	31	37.3				
<b><u>JURISENH</u> - Enhancements to Original Offense of Commitment</b>						
None	80	96.4	61	88.4	141	92.7
1+More	3	3.6	8	11.6	11	7.3
<b><u>PARRTNS</u> - Parole Revocations Prior to Last Admission - Pre El Centro</b>						
None	30	36.1	57	82.6	87	56.9
1+More	53	63.9	12	17.4	65	43.1
<b><u>PARVIOL</u> - Parole Violations Prior to Last Admission - Pre El Centro</b>						
None	30	36.1	57	82.6	87	56.9
1+More	53	63.9	12	17.4	65	43.1
<b><u>COMMWEAP</u> - Weapon's Associated with Commitment?</b>						
No	48	57.8	35	50.7	83	56.8
Yes	32	38.6	31	44.9	63	43.2
<b><u>AGE</u> - Age in Years as of March 1992.</b>						
18-20 years	42	50.6	29	42.0	71	46.7
21 years	24	28.9	19	27.5	43	28.3
22 years	10	12.0	9	13.0	19	12.5
23-25 years	7	8.5	12	17.5	19	12.5

Logistic regression models are very similar to multiple regression models.<sup>55</sup> In multiple regression, an equation is estimated that provides for the effect of a set of independent variables on the dependent variable. The dependent variable can be a continuous variable that can take on any value. However, in the case of logistic regression models, the dependent variable is a dichotomous variable that can assume only two values (0, 1). In effect, then, logistic regression models are used to predict the probability of occurrence of the dependent variable. For purposes of this study, given a set of independent characteristics of the individual's criminal lifestyle, behavior and abusive tendencies before both pre-treatment and post-treatment, this would imply (1) current substance abuse tendencies, (2) the number of parole days after treatment (as compared with the number of days prior to treatment), and (3) give a fair indication of the individual's ability to gain and maintain employment. More specifically, the logistic regression model employed in this study is of the form  $\text{LOG}(p/1-p)/2 = A + BX$  where  $p$  is the dichotomous (0, 1) response variable indicating probability of choice with respect to prediction,  $A$  corresponds to the intercept,  $B$  is the vector of coefficients to be estimated, and  $X$  is the vector of explanatory variables. Hence, the log odds ratio divided by a factor of two was the dependent variable. Transformations involving the antilogs of the coefficients are calculated to predict probabilities of occurrence.

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<sup>55</sup> See for instance, SPSS/PC+ Manual for V3.0 and V3.1, 1989 and McFadden, D. "Conditional logit analysis of qualitative choice behavior," in Zarembka, P. (Ed.), Frontiers in economics. New York: Academic Press, 1973.

Table 5 provides the coding scheme and frequency distributions of the 48 re-scaled variables available for this analysis. The table is largely self explanatory. Responses to the dependent variable "MEANS" were collapsed in the analysis to include "employed" and "unemployed" to indicate if the parolee is gainfully employed, as opposed to receiving support from parents and or welfare. For meaningful interpretation, individual drug categories within the dependent variable "SUBABUSE" were collapsed into the single sub-heading "drugs". The category title of post parole days "PDYSPOST" was collapsed into two categories, 0 = Low thru 180 days (0-6 mos.), and 1 = 181 days thru Hi (6 mos. +).



Table 5

**Comparisons for El Centro Graduates**  
**Parole Removals v. On Parole - (Scaled)**

<b><u>Variable</u></b>	<b><u>Removals</u></b> (N=83)		<b><u>On Parole</u></b> (N=69)		<b><u>Total Group</u></b> (N=152)	
	$\bar{\chi}$	$\alpha$	$\bar{\chi}$	$\alpha$	$\bar{\chi}$	$\alpha$
<b><u>CURSTAT</u></b> (1=no, 2=yes)	1.00	.00	2.00	.00	1.45	.50
<b><u>PARDANO</u></b> (1=0-6, 2=6-12, 3=12+)	2.02	.83	1.80	.85	1.93	.84
<b><u>PDYSPST</u></b> (0=Lo - 180, 1=181+ days)	2.12	1.20	2.93	1.35	2.49	1.33
<b><u>PARASS</u></b> (1=good, 2=fair, 3=poor)	2.80	.44	2.09	.66	2.47	.65
<b><u>ARRESTS</u></b> (0=none, 1=1or more)	.77	.43	.28	.45	.51	.50
<b><u>SUPLY</u></b> (1=low, 2=med, 3=high)	2.86	.39	2.35	.61	2.62	.57
<b><u>COMMNBR</u></b> (0=none, 1=one, 2=two, 3=3or more)	1.07	1.00	1.05	1.01	1.07	1.00
<b><u>COMMWEAP</u></b> (1=no, 2=yes)	1.40	.49	1.47	.50	1.43	.50
<b><u>JURISENH</u></b> (0=none, 1=yes)	.04	.19	.17	.72	.07	.26
<b><u>(POETH)</u></b>						
<b><u>WHITE</u></b> (0=no, 1=yes)	.08	.28	.16	.37	.11	.32
<b><u>BLACK</u></b> (0=no, 1=yes)	.55	.50	.45	.50	.51	.50
<b><u>HISP</u></b> (0=no, 1=yes)	.34	.48	.35	.48	.34	.48
<b><u>ETHOTH</u></b> (0=no, 1=yes)	.02	.15	.04	.21	.03	.18
<b><u>(MARSTAT)</u></b>						
<b><u>MARRIED</u></b> (0=no, 1=yes)	.04	.19	.04	.21	.04	.20
<b><u>UNMARR</u></b> (0=no, 1=yes)	.88	.34	.88	.32	.88	.33
<b><u>AGE</u></b> (1=18-20, 2=21, 3=22, 4=23-25)	1.78	.96	2.05	1.12	1.91	1.04

<b>Variable</b>	<b>Removals</b> (N=83)		<b>On Parole</b> (N=69)		<b>Total Group</b> (N=152)	
	$\bar{\chi}$	$\alpha$	$\bar{\chi}$	$\alpha$	$\bar{\chi}$	$\alpha$
<b>(FINRESP)</b>						
<b>FINSELF</b> (0=no, 1=yes)	.65	.48	.71	.46	.68	.47
<b>FINOTH</b> (0=no, 1=yes)	.22	.42	.20	.41	.21	.41
<b>(FINHS)</b>						
<b>GRADYES</b> (0=no, 1=yes)	.17	.38	.25	.43	.20	.40
<b>GRADNO</b> (0=no, 1=yes)	.66	.48	.65	.48	.66	.48
<b>(MEANS)</b>						
<b>EMPLOY</b> (0=no, 1=yes)	.07	.26	.29	.46	.17	.38
<b>UNEMPLOY</b> (0=no, 1=yes)	.35	.48	.35	.48	.35	.48
<b>SUPOTH</b> (SUBABUSE)	.43	.50	.26	.44	.36	.48
<b>PAST</b> (0=no, 1=yes)	.11	.31	.48	.50	.28	.45
<b>PRESENT</b> (0=yes, 1=no)	.75	.44	.38	.49	.58	.50
<b>(DRGTPPRE)</b>						
<b>ALCOHOL</b> (0=no, 1=yes)	.12	.33	.12	.32	.12	.32
<b>DRUGS</b> (0=no, 1=yes)	.63	.49	.64	.48	.63	.48
<b>MJ</b> (0=no, 1=yes)	.25	.44	.25	.43	.25	.43
<b>(DRGTPPST)</b>						
<b>DRGNONE</b> (0=no, 1=yes)	.31	.47	.45	.50	.38	.49
<b>BOOZE</b> (0=no, 1=yes)	.11	.31	.04	.21	.08	.27
<b>DRGS</b> (0=no, 1=yes)	.43	.50	.22	.42	.34	.47
<b>MARJ</b> (0=no, 1=yes)	.15	.35	.10	.30	.13	.33
<b>(GANGAFF)</b>						
<b>GANGNEV</b> (0=no, 1=yes)	.13	.34	.17	.38	.15	.36
<b>GANGPRE</b> (0=no, 1=yes)	.27	.44	.48	.50	.36	.48
<b>GANGCUR</b> (0=no, 1=yes)	.48	.50	.28	.45	.39	.49

<b>Variable</b>	<b>Removals</b> (N=83)		<b>On Parole</b> (N=69)		<b>Total Group</b> (N=152)	
	$\bar{\chi}$	$\alpha$	$\bar{\chi}$	$\alpha$	$\bar{\chi}$	$\alpha$
<b>(ABIMP)</b>						
<b>ABIMPNO</b> (0=no, 1=yes)	.49	.50	.64	.48	.56	.50
<b>ABIMPMOD</b> (0=no, 1=yes)	.59	.50	.51	.50	.55	.50
<b>ABIMPHYV</b> (0=no, 1=yes)	.69	.47	.38	.49	.55	.50
<b>(SUPGRP)</b>						
<b>SUPGNO</b> (0=no, 1=yes)	.18	.39	.07	.26	.13	.34
<b>SUPGAA</b> (0=no, 1=yes)	.18	.39	.32	.47	.24	.43
<b>SUPGCOU</b> (0=no, 1=yes)	.12	.33	.38	.49	.24	.43
<b>SUPGOTH</b> (0=no, 1=yes)	.41	.50	.41	.50	.41	.49
<b>(COMMTYPE)</b>						
<b>COMTPER</b> (0=no, 1=yes)	.36	.48	.51	.50	.43	.50
<b>COMTPRO</b> (0=no, 1=yes)	.30	.46	.35	.48	.32	.47
<b>COMPTDRG</b> (0=no, 1=yes)	.28	.45	.15	.36	.22	.41
<b>(PSTECOFF)</b>						
<b>POSTPER</b> (0=no, 1=yes)	.17	.38			.09	.29
<b>POSTPRO</b> (0=no, 1=yes)	.10	.30			.06	.24
<b>POSTDRG</b> (0=no, 1=yes)	.35	.48			.19	.39

# Chapter

## 4

### Program Analysis

#### Characteristics of the Sample

The findings reported here are based on data collected on the 154 parolees who graduated from the substance abuse treatment program in El Centro from August 1990 through December 31, 1991. This sample represents a significant majority (82.8 percent)<sup>56</sup> of all parolees who graduated from the project during this time period.

Characteristics of the total group of parolee graduates under study indicated that over ninety percent (95.7 percent) of the total sample were not married and slightly over half (50.7 percent) of the graduates were black. Ages ranged from a low of eighteen to a high of just under twenty-six, with the majority (46.7 percent) between the ages of eighteen and twenty, with three fourths (75 percent) under the age of twenty-two. Less than half (42.4 percent) made it through the eleventh grade, with slightly more than one-in-ten (11.5 percent) having graduated from high school. Prior to their latest

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<sup>56</sup> Information supplied by the program staff at El Centro indicated a total of 206 graduates during this time period. Of this total, twenty subjects were removed from the eligible list, eight were counted twice, and twelve graduated from the program after the December 31, 1991 deadline. Therefore, a total of 186 graduates were eligible for consideration, complete followup information, however, was received on 154, or 82.8% of the total.

commitment to the California Youth Authority, three quarters of the wards (75.7 percent) had at least one prior commitment, four-in-ten (41.6 percent) were sentenced for violent crimes against persons (homicide, robbery, aggravated assault, rape with injury), one third (33.1 percent) for property crimes (burglary, theft, GTA, etc.), two-in-ten (22.1 percent) for drug violations, and slightly more than three percent (3.2 percent) sentenced for other felony violations. Four out of ten (43.2 percent) of the graduates had a "use of weapon" violation associated with their last commitment (pre El Centro); eleven subjects (7.3 percent) received additional enhancement time associated with the "use of weapon" allegation. A total of sixty-five (43.1 percent) had at least one parole violation prior to their latest admission (pre-El Centro).

Enabling characteristics (post El Centro) revealed that three fourths of the sample (76.3 percent) were financially responsible only for themselves, and four out of five (80.5 percent) were unemployed at the time of the parole survey. Less than two-in-ten (17.4 percent) denied any involvement with local gangs, and six-in-ten (59.9 percent) are currently associated with some type of gang activity (post-El Centro). One of the primary requirements necessary for acceptance into the program was a history of drug use. Therefore, it is not surprising that an overwhelming majority of the subjects in this study, nine out of ten (95.6 percent), admit to a previous use and/or abuse of alcohol, drugs, or marijuana prior to their El Centro assignment. Illegal "drugs" were the consensus substance of choice (63.2 percent), followed by marijuana (25 percent), and alcohol (11.8 percent); one subject in five (20.2 percent) admitted to multiple substance abuse prior to treatment.

After treatment, slightly more than one third (37.5 percent) report no further abuse, with the remaining two thirds continuing to use to some degree; multiple abuse dropped to approximately six percent (6.5 percent). A significant number, (83.7 percent), have attended one or more support group functions such as Alcoholics Anonymous, Narcotics Anonymous, individual or group counseling, or a combination of the various maintenance programs after release from the substance abuse treatment facility and return to parole status.

### **Failure Rates**

Of the original 154 successful graduates, starting in August, 1990, eighty-three (53.9 percent) had been removed, sixty-nine (44.8 percent) were considered "on parole" status at the end of the study period, March 15, 1992, and two individuals (1.3 percent) are deceased.<sup>57</sup> A closer look at the number of days on parole prior to removal of the unsuccessful eighty-three individuals presents a disturbing trend. Prior to program admission, the subjects listed in the removal category averaged 364 days on parole ( $\bar{\chi} = 364.34$ , s.d.= 338.14 ) with less than one third (32.5 percent) removed within the first six months of parole. After treatment, the average time decreased by approximately sixty percent to 150 days prior to removal ( $\bar{\chi} = 150.16$ , s.d.= 102.67), with approximately seven-in-ten (72.3 percent) removed within the first six months following treatment. To verify significance, a t-test comparing the mean number of days on original parole (PARDANO,  $\bar{\chi} =$

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<sup>57</sup> Refer to Appendix A & B for a complete breakdown and explanation of individual status.

364.34) prior to entering the treatment program, against the mean number of days on parole subsequent to graduation from the program (PDYSPOST,  $\bar{x} = 150.16$ ) proved significant ( $t = 6.67$ ,  $p < .001$ ) with a mean difference of 214.18 days.

Table 6 details the quarterly cumulative removal totals prior to and following the treatment program, Table 7 lists quarter by quarter removal statistics.

Table 6

**Parole Day Comparisons - El Centro Removals**  
**Pre-Treatment v. Post Treatment Removal Percentage**

<u>MONTHS</u>	<u>CUMULATIVE PERCENTAGE</u> (N=83)	
	<u>PRE-EL CENTRO</u>	<u>POST EL CENTRO</u>
1-3 Months	10.8 percent	38.6 percent
3-6 Months	32.5 percent	72.3 percent
6-9 Months	47.0 percent	87.9 percent
9-12 Months	63.8 percent	97.6 percent
12-18 Months	78.2 percent	100 percent
18-24 Months	89.2 percent	100 percent
24 + Months	89.2 percent	100 percent

Figure 4

**Pre-Treatment v. Post Treatment**  
**Removal Percentage**

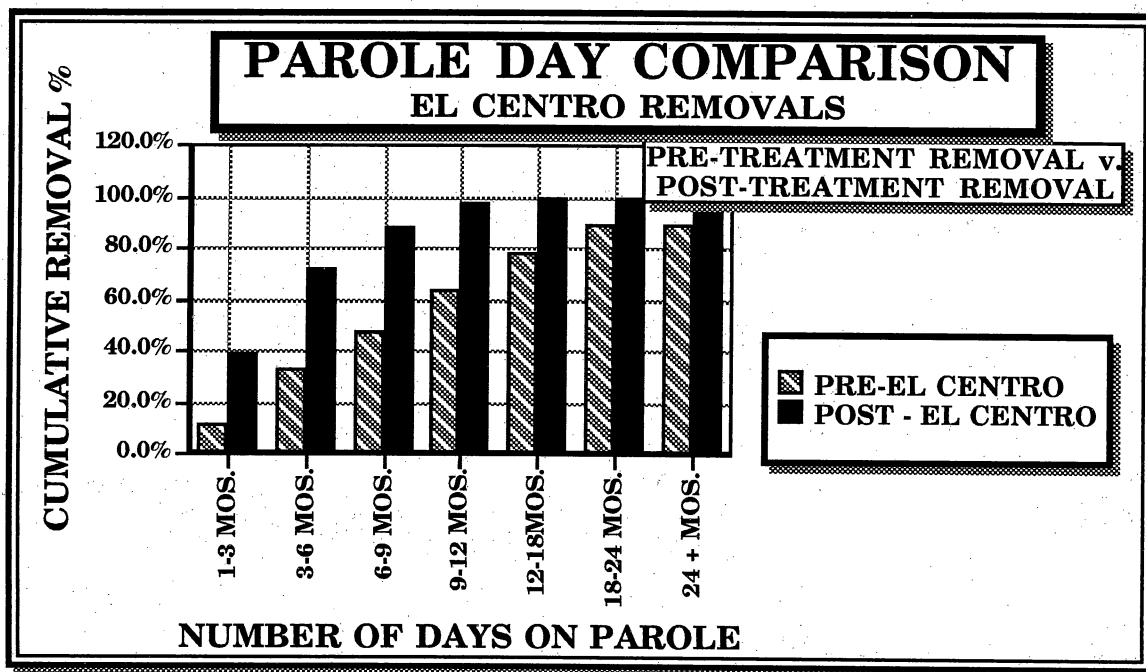




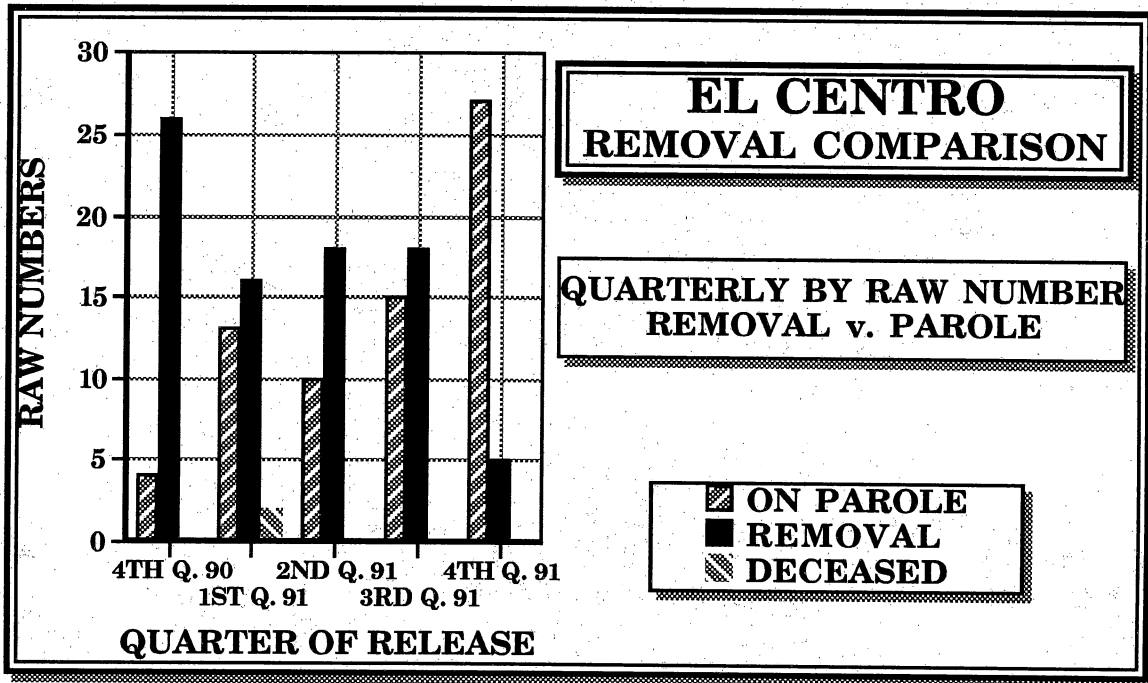
Table 7

**El Centro Graduates Quarterly Status Comparison**  
**Removal v. On Parole**

	<u>4th Q. 90</u>	<u>1st Q. 91</u>	<u>2nd Q. 91</u>	<u>3rd Q. 91</u>	<u>4th Q. 91</u>
On Parole	4	13	10	15	27
Removed	26	16	18	18	5
Deceased	0	2	0	0	0
Totals	<u>30</u>	<u>31</u>	<u>28</u>	<u>33</u>	<u>32</u>
(N=154)					

Figure 5

**Comparison By Number**



## **Relationships Between Variables**

Pearson correlation coefficients for the variables listed in Table 5, Chapter 3 are detailed in Table 8. Variables of particular significance to substance abuse and employment are detailed below. Although the coefficients obtained in the analysis are largely as expected, two in particular were not anticipated. Marijuana would appear to be the drug of choice among black participants ( $r = .357$ ,  $df = 151$ ,  $p < .001$ ), in addition, black parolees were more likely to be involved in past and present gang activity and committed to the Youth Authority for the violent felonies, mainly crimes against persons ( $r = .188$ ,  $df = 151$ ,  $p < .01$ ). Their white counterparts have a significant inverse relationship to past ( $r = -.149$ ,  $df = 151$ ,  $p < .034$ ) and present ( $r = -.208$ ,  $df = 151$ ,  $p < .005$ ) gang activity, with property crimes ( $r = .226$ ,  $df = 151$ ,  $p < .003$ ) as the primary offense of commitment.

### **Substance Abuse**

Past substance abuse crosstabulated with crimes of commitment - against persons ( $r = .150$ ,  $df = 151$ ,  $p < .005$ ) and property ( $r = .174$ ,  $df = 151$ ,  $p < .005$ ), may tend to support theories that drug use precedes and, to a certain extent, causes criminal activity. This is the supposition that drug users need to generate illicit income to support their drug habit and/or that the psychopharmacological effects of drugs increase the addict's propensity toward crime (Gropper, 1984; Hartstone & Hansen, 1984; Wish & Johnson, 1986; Inciardi, 1992, among others). However, without further definitive testing, especially against a control group with stronger means to control for

Table 8

Pearson Correlation Coefficients  
 El Centro Substance Abuse Treatment Program

CURSTAT	PARASS	SUPLV	WHITE	BLACK	HISP	FINSELF	FINOTH	EMPLOY	UNEMP	SUPOTH	PAST	PRESENT	ALCOHOL	DRUGS	MJ	GANGPRE	GANGCUR	ABIMPNO	ABIMPHVY	SUPGAA	SUPGCOU	SUPGOTH	COMTPR	COMTPRO	COMTPDRG
PARASS	<u>-0.542</u>	<u>-0.454</u>	0.116	-0.105	0.011	0.063	-0.017	<u>0.288</u>	-0.002	** .181	<u>0.402</u>	<u>-0.373</u>	-0.007	0.012	-0.008	** .221	** -.211	* .144	<u>-0.31</u>	* .160	<u>0.3</u>	-0.004	* .148	0.05	* -.160
SUPLV		<u>0.601</u>	-0.092	0.127	-0.08	0.122	-0.131	<u>-0.402</u>	0.096	** .199	<u>-0.353</u>	<u>0.387</u>	0.047	-0.064	0.105	<u>-0.402</u>	<u>0.447</u>	** .188	<u>0.375</u>	-0.108	* -.173	0.045	* -.245	0.07	* -.176
WHITE			-0.098	** .223	-0.075	-0.017	0.026	<u>-0.317</u>	0.017	** .126	** -.263	<u>0.322</u>	-0.103	0.019	0.057	** .233	<u>0.366</u>	** .240	** .254	* .163	-0.094	* .204	-0.1	-0.087	* .164
BLACK				<u>-0.371</u>	** .264	0.122	-0.091	0.499	0.031	-0.017	-0.044	0.065	0.055	0.069	-0.118	* -.149	** .208	0.038	0.048	** .219	* .179	0.068	-0.111	** .226	-0.095
HISP					-0.731	-0.033	-0.039	** .181	-0.023	0.127	* .139	* -.149	* -.168	** .208	<u>0.357</u>	0.086	0.084	0.051	-0.028	<u>-0.299</u>	** .224	** .203	** .188	<u>-0.305</u>	* .137
FINSELF						-0.067	0.104	0.114	-0.004	-0.101	-0.105	0.081	0.122	* .148	** .256	-0.024	0.109	-0.114	0.017	** .205	0.12	** .232	-0.091	0.096	-0.043
FINOTH							<u>-0.751</u>	0.014	<u>0.268</u>	0.041	* .142	* .153	* .166	** .206	0.106	* .139	0.116	0.125	* .163	<u>0.233</u>	0.086	0.114	0.056	-0.087	-0.012
EMPLOY								-0.107	0.123	-0.03	0.114	-0.09	0.093	-0.037	-0.02	0.051	0.003	-0.049	** .180	0.054	0.081	0.043	0.024	-0.076	
UNEMPLOY								<u>-0.332</u>	<u>-0.337</u>	** .188	-0.108	0.104	-0.052	-0.02	* .213	-0.111	** .227	** .218	** .213	* .158	-0.093	0.102	0.098	** .197	
SUPOTH									<u>-0.543</u>	0.042	0.121	0.074	* .128	0.087	0.081	-0.045	0.094	0.085	0.068	** .157	** .207	0.009	-0.091	0.017	
PAST										-0.009	** .215	-0.06	0.054	-0.016	-0.073	** .227	** .172	** .180	-0.1	** .187	-0.001	0.025	-0.041	0.043	
PRESENT											<u>-0.724</u>	* -.135	0.014	0.085	** .239	-0.01	<u>0.401</u>	* .146	-0.042	0.071	0.086	* .150	* -.174	0.067	
ALCOHOL													0.065	-0.104	<u>0</u>	-0.107	* .264	<u>-0.274</u>	** .240	0.08	0.036	0.057	-0.098	0.104	-0.036
DRUGS														<u>-0.48</u>	* .217	0.105	-0.125	0.038	0.007	<u>0.287</u>	0.083	-0.014	0.085	0.009	* -.144
MJ															<u>-0.758</u>	-0.021	-0.119	<u>-0.234</u>	-0.121	** .202	-0.089	* .143	** .195	* .147	0.071
GANGPRE																-0.055	* .226	<u>0.238</u>	* .130	0.027	0.036	* .170	* .146	* -.171	0.028
GANGCUR																	<u>-0.6</u>	* .172	-0.001	0.051	0.064	0.072	0.124	* -.139	0.002
ABIMPNO																		-0.054	* .184	0.043	-0.063	0.108	0.021	-0.03	0.006
ABIMPHVY																			** .255	-0.114	0.089	0.117	0.127	-0.04	-0.047
SUPGAA																					-0.037	-0.052	0.085	-0.067	0.083
SUPGCOU																					** .261	0.028	0.068	0.068	** .187
SUPGOTH																						0.041	0.113	-0.02	* .143
COMTPR																							0.013	* .143	* .147
COMTPRO																								<u>0.596</u>	<u>0.455</u>
COMTPDRG																									<u>0.363</u>

Underlined = significant at .001 level (two-tailed)  
 \*\* = significant at .01 level (two-tailed)  
 \* = significant at .05 level (two-tailed)

exogenous variables, defense of this position would be difficult, if not impossible.

When cross tabulated against present substance abuse, current parole status parameters (removal v. on parole) revealed the following significance levels within expected cell frequency ratios. Sixty-two of the eighty-three (83.1 percent) individuals removed from parole after treatment, were known to their respective parole agents as "present" substance abusers, while twenty-six of the sixty-nine "still on parole" wards (37.7 percent) are suspected to be current abusers ( $X^2 = 27.57$ ,  $df = 151$ ,  $p < .001$ ). These figures do not support the overall goals and objectives of the El Centro substance abuse treatment program.

### **Juvenile Employment**

As previously discussed in Chapter 2, a good indication of successful reintegration into the community and continued parole is the ability to find and maintain meaningful employment. Treating the individual's substance abuse is only the first step to complete recovery. Without continued support and the ability to acquire a job, the chance for successful long-term parole and abuse maintenance are greatly reduced. Certain of the correlation's shown in Table 8 would tend to support this somewhat obvious conclusion.

As expected, current parole status is significantly correlated with employment ( $r = .288$ ,  $df = 151$ ,  $p < .001$ ), and although not sustained at the .05 level, an inverse correlation with unemployment. The "present" use of drugs ( $r = -.108$ ,  $df = 151$ ,  $p < .093$ ), "gang affiliation" ( $r = -.111$ ,  $df = 151$ ,  $p < .087$ ), and "support by others" ( $r = -.337$ ,  $df = 151$ ,  $p < .001$ ) are all inversely related to

employment, while affiliation with an Alcoholic Anonymous or Narcotics Anonymous support group ( $r = .213$ ,  $df = 151$ ,  $p < .002$ ) or individual/group counseling ( $r = .158$ ,  $df = 151$ ,  $p < .026$ ) appear to be significant requisites to successful employment.

### **Parole Days Post El Centro**<sup>58</sup>

As previously stated, most of the significant findings within this and the other outcome tabulations fall into the category of expected results. Significant to the time on parole after treatment were the following independent variables:

Financial Responsibility (FINRESP) - six out of ten individuals (62.1 percent) responsible only for themselves did not surpass the six month mark, however, seven-in-ten (73.7 percent) responsible for themselves and others (such as spouse, girlfriend, children, parents) remained on parole after six months ( $X^2 = 10.48$ ,  $df = 124$ ,  $p < .01$ ).

Current Parole Status (CURSTAT) - almost three fourths of the individuals (69.9 percent) on "removal" status did not maintain a successful parole for a period of six months ( $X^2 = 9.66$ ,  $df = 124$ ,  $p < .001$ ).

Means of Support (MEANS - Employment) - six out of ten (63.6 percent) of the unemployed individuals did not last six months, while six-in-ten of the employed subjects (61.5 percent) were still on parole after the first six months ( $X^2 = 5.43$ ,  $df = 124$ ,  $p < .019$ ).

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<sup>58</sup> Note - for purposes of cross tabulation analysis, the number of parole days (PDYSPOST) were divided into two categories, 0-180 days following treatment, 181 + days following treatment. The optimum time consideration would have been twelve months as a consideration factor of success, however, most of the removals occurred within the first six months and recent graduates of the program still on parole have not yet surpassed the six month mark. Due to a lack of sufficient numbers, the only viable break point was the 180 day period.

### **Current Status**

A number of variables were significantly associated with current parole status. Subjects removed from parole subsequent to their graduation from the treatment program are twice as likely to continue their substance abuse ( $X^2 = 28.53$ ,  $df = 124$ ,  $p < .001$ ), are less likely to be employed prior to removal ( $X^2 = 11.93$ ,  $df = 124$ ,  $p < .001$ ), and are more likely to be involved with in gang activity ( $X^2 = 9.17$ ,  $df = 124$ ,  $p < .01$ ), then their counterparts who remain on parole. In addition, the removals required a higher level of parole supervision while on parole ( $X^2 = 29.29$ ,  $df = 124$ ,  $p < .001$ ), and were less likely to seek out or attend support group functions ( $X^2 = 15.25$ ,  $df = 124$ ,  $p < .01$ ) after graduation from El Centro. Not surprisingly, the parole removal wards were more than twice as likely to have been arrested after treatment than their cohorts, during the same time period. Ethnicity, age, offense of commitment, marital status, and type of substance abused did not have a significant statistical relationship with current parole status.

### **Logistic Regression**

In a multiple linear regression the interpretation of the regression coefficient is straightforward. It tells the amount of change in the dependent variable for a one-unit change in the independent variable. Results of the (logistical regression, or log of odds/logit), analysis are shown in Table 9 for current, after program substance abuse (SUBABUSE - Present [0= yes, 1= no]), post treatment parole days (PDYSPOST [0 = 0 thru 180 days, 1= 180 days +]), and current employment status (MEANS - Employment [0 = no, 1 =

yes]). The standard chi-square ( $X^2$ ) test, significance level ( $p$ ), and degrees of freedom ( $df$ ) reported provide for goodness of fit tests. The chi-square test investigates the hypothesis of dependence between the dependent (outcome) variables and explanatory (independent) variables. The signs of the coefficients obtained in the analysis are largely as expected and tend to confirm the results of the Pearson correlation coefficients found in crosstabulation analysis.

### **Outcome Variable 1 - Present Substance Abuse**

Major contributors to this variable are current substance abuse - drugs (DRGS), [a category of drug abuse which only refers to post program substance use of any type of drug, excluding marijuana and alcohol], ( $B = -2.457$ ,  $p < .001$ ), an expected correlation; and current abuse interference with subjects ability to function in the community (ABIMPNO), ( $B = 2.536$ ,  $p < .001$ ), a relationship that would substantiate the common sense belief that drug use would, in part, interfere with societal adjustment. Other significant variables related to present abuse include a relationship to the length of time on parole after treatment ( $B = 1.348$ ,  $p < .05$ ), current parole status ( $B = 1.657$ ,  $p < .05$ ), and an inverse relationship with the sub-category "black" ( $2.054$ ,  $p < .05$ ). The interpretation of this inverse relationship is that blacks are not current drug users, which is a surprising relationship, but is supported by the significant relationship found between blacks and the use of marijuana in the crosstabulations. Marijuana is listed separately from the "drug" category in the crosstabulations.

Table 9  
**Results of Logistic Regression Analysis  
on Outcome Treatment Variables:  
El Centro Substance Abuse Program Graduates  
(N=125)**

Variable Description	<u>Estimated Coefficients (B)</u>		
	Outcome Variable #1 SUBABUSE (Present) 0=yes, 1=no	Outcome Variable #2 PDYSPOST (Parole Days) 0=Lo-180, 1= 181+	Outcome Variable #3 MEANS (Employment) 0=no, 1=yes
PDYSPOST	1.348**	N/A	2.144**
PRESENT	N/A	.994	.818
EMPLOYMENT	.087	1.192**	N/A
AGE	-.192	<b>.883</b>	-.677*
BLACK	2.054**	.258	.336
HISP	.547	1.035	.177
CURSTAT	1.657**	1.289**	.763
PARASS	-1.517	.993	<b>-2.452</b>
SUPLV	-.337	.270	-.018
SUPGAA	.410	-.077	<b>2.065</b>
FINOTH	-.137	.671	.511
GRADYES	-1.307	-1.165**	.850
BOOZE	-.625	2.433**	-1.589
DRGS	<b>-2.457</b>	1.113*	.142
GANGCUR	.157	-.348	1.984**
ABIMPNO	<b>2.536</b>	.213	2.188**
COMTPDRG	-1.931	.632	-1.298
COMTPER	-1.108	-.579	-.319
COMTPRO	-2.612	.158	.409
CONSTANT	1.386	-8.653**	-.573
MODEL Chi-square <sup>a</sup>	<b>84.31</b>	34.94**	<b>50.24</b>
p (X <sup>2</sup> )	.001	.009	.001
Degrees of Freedom	124	124	124

Note: Variables that indicate a major contribution to the log likelihood of substance abuse, number of days on parole, and employment are in bold type.

a. Chi-square is of the form  $20 \ln(O/E)$ , where O are the observed and E are the expected cell frequencies summed over all cells.

\* Significant at .10 level (two-tailed); \*\* Significant at the .05 level (two-tailed); Underlined - significant at the .001 level (two-tailed).



### **Outcome Variable 2 - Parole Days After Treatment**

This analysis provided excellent verification of the correlation coefficients referred to in an earlier section of this chapter. As seen in Table 9, significant relationships are apparent for the current use of drugs ( $B= 1.113, p < .10$ ), and alcohol ( $B= 2.433, p < .05$ ) for the number of days on parole. In addition, employment ( $B= 1.192, p < .05$ ), current parole status ( $B= 1.289, p < .05$ ) and to some extent, not having graduated from high school ( $B= -1.165, p < .05$ ) are variables of significance. Primary to this outcome variable is age ( $B= .883, p < .001$ ). Older subjects tend to remain on parole longer than the younger wards, a highly predictable outcome that was not previously found to be significant.

### **Outcome Variable 3 - Employment Subsequent to Release from Treatment.**

Predictably, parole officer assessment is significantly correlated with employment ( $B= -2.452, p < .001$ ) and the individual's ability to stay employed in the community. Employed graduates have fewer impediments to adjustment ( $B= 2.188, p < .05$ ), and support group participation is positively correlated with employment ( $B= 2.065, p < .001$ ). Surprisingly, this model would suggest an inverse relationship with age and employment ( $B= -.677, p < .10$ ), and a positive relationship between current employment and gang affiliation ( $B= 1.984, p < .05$ ), i.e., being a member of a gang after leaving El Centro.

## **Hypotheses Validation**

**Hypothesis 1** - If the program successfully treats the individual's addictive problem and underlying behavior characteristic(s) responsible for the abusive behavior, then:

(a) A follow-up assessment overtime after treatment should reveal a significant reduction in overall substance abuse by the parolee.

- **Analysis** - An analysis of outcome Variable 1 (present substance abuse) shows that parole agents indicate at least 54 percent of the program participants continue to abuse drugs and/or alcohol, but more than one third (37.5 percent) are considered "clean". For the remaining 8.5 percent the parole agents were unable to answer. Not surprisingly, approximately seven out of ten (69.9 percent) of those removed from parole were still abusing compared to three-in-ten (36 percent) of those still on parole. This relationship is somewhat spurious based on  $\leq 6$  month graduation from El Centro for non-removals.

(b) A reduction in parole removal subsequent to program graduation should be found; and,

(c) A "longer number" of successful parole days (SPD) after program completion when compared to overall number of SPD's should be found, immediately prior to acceptance into the program.

- **Analysis** - As detailed in Table 3 and Figure 3, the removal percentage is not significantly different from a 1988 cohort comparison group, unfortunately, 69.9 percent of the total were removed within the first six months (refer table 6, figure 4). A t-test comparison of pre-program v. post-

program parole days revealed a significant drop in overall days on parole after treatment.

**Hypothesis 2** - If the program successfully treats the individual's addiction problem, then the opportunity to gain and maintain meaningful employment should be significantly improved when compared with pre-treatment employment.

- **Analysis** - An analysis of outcome Variable 3 ( a measure of the individual's employment status after treatment) suggests a significant relationship between an individual's ability to conform and function within the community and his employment status. Attendance at, or association with, post treatment support groups is also significant. Less than six in ten of the removal group (58.9 percent) compared with almost nine out of ten (89 percent) of the "on parole" group attended some type of support group after treatment. In addition, less than one-in-ten (7.2 percent) of the removal group were employed compared with three-in-ten (29 percent) of the "on parole" group after treatment.

# Chapter 5

## Program Summary and Conclusions

### Overview

In January, 1990 the Blue Ribbon Commission on Inmate Population Management released their final report on the state of California's correctional system. This exemplary document is a benchmark assessment of the ubiquitous problem of excessive inmate incarceration and parole revocation associated with the Departments' of Corrections and Youth Authority. According to the Commission, "...the State of California has experienced the most dramatic increases in state prison population the nation has ever witnessed, from about 22,500 in 1979 to 86,000 today."<sup>59</sup> The reasons for this population explosion are neither simple nor surprising. The public has continued to show its intolerance for criminal behavior by demanding harsher sentences. More importantly, the impact of drugs and gangs and the violence spawned by disputes over sales and territory have

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<sup>59</sup> Blue Ribbon Commission Final Report, 1990, p.2 - a figure that has increased to well over 100,000 by January, 1992.

contributed to the exponential increase in the number of individuals in confinement.

Substance abuse is having a marked effect on the prison population. The adult correctional system (CDC) has seen an increase in the percentage of its population whose primary offense of commitment is drug related. The number of commitments with drugs as a primary offense increased from 3,890 in 1984, to 19,908 in 1988.<sup>60</sup> A representative sample study for felony admissions during 1988 by CDC's Offender Information Services Branch, estimated that approximately 76 percent of the 29,551 new admissions had a known history of drug use.

Figures for the Youth Authority are even more startling. Drug related offenses comprised only 2 percent of the ward population in 1981. By 1991, 12.4 percent of the general population were incarcerated for a drug related offense, an increase of 10.4 percent of the aggregate total over a ten year period.<sup>61</sup> Current estimates indicate that approximately 85 percent of the wards in the Youth Authority have used some form of illegal substance.<sup>62</sup> This same population will eventually reach an age threshold that places them within the jurisdiction of the adult correctional system. As stated previously, part of the serious overcrowding at the CDC level is attributable to the carryover of Youth Authority parolees who continue to engage in unlawful behavior, fueled by problems of substance abuse. The relationship between

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<sup>60</sup> Blue Ribbon Commission on inmate population management, final report. (1990), State of California p. 69.

<sup>61</sup> Population management and facilities master plan 1992-1997. Department of Youth Authority, State of California (1992).

<sup>62</sup> 24 Months - parole performance follow-up for 1988 releases to parole. Department of Youth Authority, State of California (1991e).

drugs and crime is clear. Consequently, the components within California's correctional system are severely impacted by substance abuse. Prison and institution overcrowding and exceedingly high rates of parole revocation are, in part, the result of the correctional system's and society's inability to control and successfully treat the addiction syndrome.

According to the Blue Ribbon Commission Report, substance abuse among parolees is a driving factor in the increasing parole revocation rate. Data from fiscal year 1988-89 indicate that drug charges were a known factor in 56 percent of all revocation actions, "with drugs as a contributing factor in over 64 percent of parolees returned to custody for parole violations."<sup>63</sup> Youth Authority parolees did not fare any better. A recent survey of 1988 parolees revealed that 54.7 percent of all revocations within a twenty-four month period involved a narcotic or drug offense.<sup>64</sup> Consequently, many parolees spend a short time on parole and a short time between release and return to incarceration, often for reasons related to drug abuse.

Shortly after the release of the Blue Ribbon Commission's report, the California Youth Authority's Parole Services Branch implemented two post-parole substance abuse treatment programs for relapse prone parolees. In an effort to reduce parole revocations for technical violations relating to substance abuse, these short-term programs offer the parolee an alternative to revocation through voluntary relapse intervention. This study was the culmination of an eight month evaluation and assessment of one such program -- The Southern California Drug Treatment Program at El Centro.

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<sup>63</sup> Blue Ribbon Commission report (1990), p. 71.

<sup>64</sup> Ibid.

## **Program Summary**

The findings of this study are curiously encouraging and disturbing. On the surface, it appears that the program may not only be ineffective, but in some instances even counterproductive. Although most of the summary data detailed in Chapter 4 is descriptive and expected, a number of issues require further consideration.

### **1. Does the treatment program effectively treat and reduce substance abuse?**

According to the National Drug Control Strategy mandate of January, 1990, the principal objectives for drug treatment are straightforward, "... get more drug users to stop using drugs through treatment, and make the treatment they receive more effective" (p. 29).

Although many aspects of addiction and its treatment remain the subject of critical debate, one thing nearly all professionals in the addiction field agree upon is that recovery from chemical addiction is a process, not an event, and as a result is a long-term process.

Because chemical addiction is a relapsing disorder and recovery involves changing one's thinking patterns, attitudes, behaviors and lifestyle, there is also general agreement that the period following release from an intensive recovery program and community reintegration is the most critical time in terms of maintaining sobriety. According to the Blue Ribbon Commission Report:

In order for a corrections substance abuse strategy to be effective, it must include long and short-term support systems by locating and establishing ties to the community while providing for coordination with the community resources.<sup>65</sup>

As reported in Chapter 4, of the 154 successful graduates included in this study, 83 have been removed (53.9 percent), (69.9 percent) of this group within the first six months following treatment. In addition, 54 percent reportedly continue to abuse drugs/alcohol, while 37.5 percent of the total are currently considered abuse free.<sup>66</sup>

One conceivable rationalization for the dismal results may be the short term length of the program. Many will argue in favor of a direct correlation between substance abuse program time and the probability of successful treatment.<sup>67</sup> According to a mandate set forth by the director of the Youth Authority in 1989, minimum standards for formal drug and alcohol abuse treatment programs will be 6 to 12 months in duration.<sup>68</sup> But, how effective is a program with an overall duration of 90-days, or in reality, 28 days of actual treatment programming?

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<sup>65</sup> Blue Ribbon Commission on Inmate population management, State of California (1990) p.75.

<sup>66</sup> Note - inclusion of the graduates from the fourth quarter 1991 greatly reduced the overall percentage of removals. During this time period, 27 of 32 graduates (84.4%) were still on parole and were included in this overall percentage. However, based on the cutoff date of March 15, 1991, it is quite conceivable that many of these subjects were on parole for less than 90 days.

<sup>67</sup> See for instance, Henry, P. (Ed.) (1989). Practical approaches in treating adolescent chemical dependency: A guide to clinical assessment and intervention.

<sup>68</sup> Drug and alcohol program plan, Department of Youth Authority, State of California (1989) p. 6.



## **2. Does the treatment program reduce parole removal and/or increase the longevity of parole?**

There is a considerable body of literature on the efficacy of drug abuse treatment programs for reducing parolee crime rates and recidivism (Gandossy, 1980; Elliott et al., 1984; Chaiken & Johnson, 1988). A 1979 review of seventy-one existing studies on the relationship between biographical predictors and recidivism led Pritchard to conclude that in addition to employment status, age of offense, and current income, "a history of opiate use, and history of alcohol abuse appear to be the most stable predictors of recidivism."<sup>69</sup> Calling for additional studies on the effects of treatment programming of substance abusers to reduce recidivism, Pritchard concludes, "Consequently, there is a growing need for studies of predictors of treatment-by-offender interactions. Only such predictors can provide an empirical basis for assigning offenders to that treatment which will maximize their chances of a successful outcome."<sup>70</sup>

Since 1979, many others have echoed the sentiments of Pritchard, calling for a renewed emphasis in treatment programming in an effort to reduce criminal activity and recidivism by paroled adjudicated substance abusers. By 1987, the California Department of Youth Authority had at least one certified drug and alcohol treatment program in each institution and camp. By 1990, the Youth Authority had 1650 beds devoted specifically to drug and alcohol abuse treatment.<sup>71</sup> Included in this total were two 90-day

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<sup>69</sup> Pritchard, D. (1979). Stable predictors of recidivism: A summary. *Criminology*, 17(1), p. 19.

<sup>70</sup> Ibid., p. 20.

<sup>71</sup> Drug and alcohol abuse program: Program descriptions (1991c), Department of Youth Authority, State of California, p. 9.

"in-lieu-of-revocation" programs to address the growing concern of excessively high recidivism by substance abusing parolees. One located in at the Fouts Springs Ranch outside of Sacramento, the other in El Centro to handle the Southern California parole region.

Accepting the premise that substance abusing parolees have a higher propensity toward revocation, an overall reduction in removal percentage was neither expected nor considered as a measure of this programs success. The overall removal rate of 53.9 percent is consistent with the 54.7 percent removal of substance abusing males from the 1988 cohort.<sup>72</sup> Although the overall removal percentage will undoubtedly increase in time and should be reevaluated after twenty-four months for a valid comparison with the 1988 cohort.

The most disturbing outcome of this study was the results of a comparison between pre-treatment parole days and post-treatment parole days. As suggested by Pritchard, one measure of success in a substance abuse treatment program is the overall reduction in use and abuse of illicit drugs and alcohol. If the program really works, an additional benefit should be an overall increase in post treatment parole days. The mean average was discussed and compared at length in Chapter 4. More telling are the individual results. Appendix A is a composite list of each removal parolee listing the date and total number of parole days prior to treatment, the graduation date and release from El Centro, the number of days on parole at time of removal, followed by the net number of days, plus or minus.

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<sup>72</sup> 24 months - parole performance follow-up for 1988 releases to parole. Department of Youth Authority, State of California (1991e).

Approximately nine out of ten (87.2 percent) exhibit a reduction in the number of days on parole to removal from parole after treatment. Results like these do not elicit a positive affirmation of the overall effectiveness of the program.

### **3. Limitations of this study**

A number of problems and limitations with the sample size, and the lack of a randomly selected control group could affect the data reported in this study. As disturbing as the results may appear, great care should be exercised in their interpretation. Due to the limitations, as presented and discussed at some length in chapter 3, replication of this study, with a comparable control group, is necessary before the program paradigm can be questioned with any degree of validity. However, this deficiency does not change the evidence of continued abuse, parole removal, and the overall negative performance of this study group.

### **Recommendations**

The removal rates described above frequently leave researchers, practitioners, and policy makers with the conclusion that indeed, "nothing works." The high rate of substance abuse among prison inmates, Youth Authority wards, and revocation prone parolees, in conjunction with the ever increasing number of offenders incarcerated for drug related offenses presents a dangerous trend with very few options for correctional management decision makers. As varied and diverse as current treatment

programming is, both inside and outside of our correctional institutions, associative factors create an impediment to overall program success.

Institutionalization is a protective milieu, a sterile atmosphere in which the inmate's life is completely structured twenty-four hours each day. Decisions that we in society take for granted are pre-programmed for the incarcerated individual. The inmate does not have to worry about such mundane tasks as everyday life skills survival. For the incarcerated substance abuser, the true test of recovery occurs once the inmate reenters the "real world", where many of the factors contributing to his chemical dependency remain intact. Abstinence is only the first step in recovery, the management of everyday life circumstances will test the parolee's ability to survive on parole and successfully re-integrate into the community. This transition process can be greatly aided by an integrated continuum of aftercare services that is consistent with the treatment principles learned during the treatment phase of the program. The critical transition between institution-based substance abuse treatment programming within the Youth Authority and re-release on parole remains an area of weakness requiring improvement in order for the program to be fully effective.

Another indicator of the parolee's ability to successfully abstain from further substance abuse and re-integrate into the community is the willingness and ability to gain and maintain meaningful employment. Without a job the parolee is prohibited from developing ties to legitimate sources of income. A number of studies have shown a significant correlation between employment success and lower recidivism rates (Pritchard, 1979; Dickinson, 1981; Liker, 1982; Thornberry & Christiansen, 1984).

For the past twenty years, Youth Authority programs have increasingly emphasized ward employment. "This emphasis is supported by the well-established relationship between legitimate, productive activity (work, school, or training) and parole success."<sup>73</sup> Surprisingly, these factors appear to be missing from the Department's post-parole substance abuse programs. Historically, according to the Department's own research, high unemployment is a fact of life among parolees released from California Youth Authority facilities,<sup>74</sup> especially to the substance abusing parolee. Unfortunately, this study sample's record on unemployment is consistent with previous reports. After having completed the treatment program and prior to subsequent removal, approximately eight out of ten (78.2 percent) of the El Centro graduates were unemployed, overall a total of 80.5 percent of the total sample were unemployed as of March 15, 1992. Numerous federal, state, and local programs designed to boost ex-offender employment have either failed to affect the employment rate, or the improvement has been too small to justify the dollars spent on that particular program.

Unemployment statistics by themselves imply economic hardship and reliance on various forms of public assistance. Hidden are the human costs associated with unemployment. Even more frightening to the taxpaying public is the generation of crime related to unemployment, and the long suspected relationship between unemployment and the commission of criminal acts is becoming increasingly evident.

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<sup>73</sup> Bottcher & Reed. (1991). An evaluation of the Youth Authority's job development program, State of California, Department of Youth Authority, p. 1.

<sup>74</sup> For further clarification the reader is referred to the following Youth Authority reports: 1) (1978) Job survival skills of youthful offenders: A needs assessment and curriculum development project ; and 2) (1991) An evaluation of the Youth Authority's job development program.

## **One Possible Solution - The Introduction of a Vocational Education/Job Training Module (VETA) into the Existing Substance Abuse Treatment Paradigm**

### **Introduction:**

The vocational education/jobs training model is a two-year, multi-organizational proposal to enhance the existing El Centro post-parole substance abuse treatment program. Through full utilization of the available and currently unstructured weekday afternoons during the final sixty days of the program, the VETA module would incorporate a practical jobs training program<sup>75</sup> designed to further enhance the Phase 1 treatment component. In an attempt to provide re-integration support, the successful parolee graduate would report to a designated work site to continue with a paid "hands-on" phase to further develop the social and practical skills necessary for successful job placement. Each parolee will be closely monitored by the project support staff and in conjunction with the individual's parole officer, placement into an ability oriented employment setting within the local community would constitute successful program completion.

Consistent with the Youth Authority's mission to protect society and its belief that people have the ability to grow and change, the department has developed an extensive program of substance abuse education for incarcerated and paroled minors with substance abuse tendencies. The primary objective of this module is to assist the parolee through a difficult transition from incarceration to re-acclimation into the community, and to

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<sup>75</sup> Similar in format to an existing project utilized by the Washington State Corrections Department. Refer Appendix D for classroom module overview.

determine the relevant effects of additional vocational education and "hands-on" job training in reducing juvenile parole revocation.

### **Program Design**

The California Department of Youth Authority parolee needs a period of constant reinforcement and the potential to gain and maintain meaningful employment for a reasonable expectation of success. Without meaningful "transition intervention" and vocational training techniques, positive substance abuse programs have little chance of success. An integral characteristic of the current Youth Authority pre and post parole substance abuse programs is a program of positive intervention. A vocational education and job training program represents a proactive positive choice alternative for the incarcerated and paroled substance abuse prone adolescent. Such a project would be a logical extension to the current Youth Authority substance abuse programming; created to fulfill the missing elements essential to success re-entry into the community.

The proposed VETA program would be composed of a combination of rigorous educational classroom training projects (prior to parole) together with a post-parole "hands-on" employment phase designed to simulate an actual employment setting and to emphasize the basics of understanding authority, ability evaluation, and life skills management techniques. When the individual was considered to be mentally acceptable to outside employment, he would be placed with a private business concern. Every attempt would be made to place the parolee into an occupation of interest and

aptitude, specific to the that individual, and not into a position of convenience.

### **Program Expectations**

A necessary part of inmate rehabilitation concerns the lack of applicable transition techniques available for an inmate to successfully re-enter and become a productive member of society (Thornberry & Christiansen, 1984; Bottcher & Reed, 1991). A change in self esteem with positive goals and objectives is only the beginning to a total change in character. The prototypical parolee is released back into the environment from which he came, thus he is immediately subjected to the negative influences that were, in part, responsible for the individual's previous condition of substance abuse and criminal activity (Pritchard, 1979; Catalano & Hawkins, 1986; Beschner & Friedman, 1986). Removing the desire to abuse alcohol and/or other illegal substances is not a holistic solution to the parolee's re-acclimation into society. The re-entry process must also address the individual's ability to gain and maintain meaningful employment. A project such as VETA would provide the necessary link for a positive transition from the idealistic world of the institution into a more realistic existence within the community.

It is anticipated that this project would successfully reduce parolee revocation through introduction of a productive life style and the enhanced self esteem that can be anticipated from this transaction. In addition, the total number of parole days can be extended, even to potential failures, by providing an acceptable avenue of escape from negative influences all too



prevalent within the delinquent lifestyle to which most must return. Such outcomes could favorably reverse the negative results of the present study.

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## Appendix A

### List of El Centro Substance Abuse Revocations : August 1990 - March 15, 1992

<u>CYA #</u>	<u>STATUS</u>	<u>DATE</u>	<u>P-DAYS</u> <u>PRE</u>	<u>EL CENTRO</u> <u>RELEASE</u>	<u>P-DAYS</u> <u>POST</u>	<u>NET</u> <u>DAYS</u>
40265	REVOKED	09/19/91	120	11/07/90	327	+207
42532	REVOKED	05/22/91	115	04/05/91	047	-078
44264	REVOKED	11/26/91	069	08/08/91	108	+039
44977	AWOL	12/12/91	1819	06/21/91	169	-1650
46555	REVOKED	04/10/91	1365	12/17/90	114	-1251
47903	DIS/DISC	11/11/91	380	07/03/91	128	-252
47959	DIS/DISC	12/12/90	029	10/21/90	060	+031
48114	DIS/DISC	03/01/92	180	10/30/91	120	-060
48136	AWOL	03/15/92	240	10/05/91	160	-080
48293	REVOKED	05/16/91	869	03/05/91	071	-798
48819	REVOKED	10/08/91	555	08/27/91	041	+514
49018	DIS/DISC	03/15/92	289	06/18/91	288	-001
49028	REVOKED	05/22/91	700	04/04/91	048	-652
49715	REVOKED	04/10/91	060	12/05/90	125	+065
49749	AWOL	10/15/91	260	03/12/91	213	-047
50057	REVOKED	10/03/91	060	10/21/90	347	+287
50248	REVOKED	12/16/91	756	04/12/91	244	-512
50560	REVOKED	07/02/91	910	04/18/91	074	-836
50611	DIS/DISC	10/28/91	970	04/02/91	206	-764
50708	DIS/DISC	12/18/91	714	11/07/90	406	-308
50952	AWOL	10/30/90	386	10/30/90	000	-386
51109	REVOKED	08/01/91	412	03/01/91	150	-262
51148	REVOKED	12/10/91	394	10/23/90	413	+019
51250	AWOL	09/01/91	395	07/30/91	030	-365
51315	AWOL	05/31/91	546	01/12/91	280	-260
51545	CUSTODY	04/24/91	150	10/21/90	177	+022
51578	DIS/DISC	03/21/91	324	02/14/91	037	-287
51687	REVOKED	12/03/91	188	08/18/91	105	-083
51721	REVOKED	05/23/91	365	04/05/91	047	-318
51991	DIS/DISC	12/07/91	603	07/03/91	155	-448
52035	REVOKED	11/05/91	157	11/28/90	342	+185
52163	REVOKED	02/20/91	277	10/23/90	117	-160
52183	DIS/DISC	11/21/91	785	09/21/91	060	-725
52188	CUSTODY	03/01/92	120	06/29/91	240	+120
52562	REVOKED	10/01/91	219	12/24/91	098	-121
52585	REVOKED	03/22/91	377	01/07/91	142	-253
52687	REVOKED	02/05/91	183	12/07/90	058	-125

<u>CYA #</u>	<u>STATUS</u>	<u>DATE</u>	<u>P-DAYS</u> <u>PRE</u>	<u>EL CENTRO</u> <u>RELEASE</u>	<u>P-DAYS</u> <u>POST</u>	<u>NET</u> <u>DAYS</u>
53211	REVOKED	07/10/91	180	11/07/90	246	+066
53239	DIC/DISC	08/02/91	391	12/28/90	215	-176
53377	REVOKED	07/16/91	524	04/25/91	081	-443
53717	AWOL	12/01/91	181	08/23/90	460	+279
53773	REVOKED	01/22/92	165	03/10/91	287	+122
53786	REVOKED	06/05/91	331	10/26/90	120	-211
53921	REVOKED	10/15/91	183	07/22/91	083	-100
53945	REVOKED	04/01/92	306	09/09/91	201	-105
53951	REVOKED	02/07/91	159	01/05/91	032	-127
53988	REVOKED	04/02/91	203	11/07/90	146	-057
54013	REVOKED	09/17/91	622	05/28/91	109	-513
54236	CUSTODY	02/01/92	365	06/13/91	225	-140
54243	REVOKED	10/10/91	121	01/04/91	300	+179
54293	REVOKED	02/05/91	645	01/03/91	032	-613
54373	REVOKED	10/03/91	093	07/15/91	078	-015
54469	REVOKED	12/05/91	123	02/14/91	280	+157
54552	DIS/DISC	04/05/91	692	01/06/91	089	-503
54598	REVOKED	08/01/91	399	02/27/91	153	-246
54604	DIS/DISC	02/15/91	098	10/21/90	114	+016
54902	REVOKED	07/18/91	413	05/01/91	078	-335
54978	REVOKED	12/05/91	790	06/22/91	163	-627
55010	REVOKED	09/10/91	181	12/18/90	263	+082
55210	AWOL	12/30/91	344	02/01/91	248	-046
55248	REVOKED	01/03/91	330	11/22/90	041	-289
55335	REVOKED	01/10/92	090	07/22/91	168	+078
55462	REVOKED	02/25/92	075	11/25/91	090	+015
55513	REVOKED	09/11/91	349	08/08/91	033	-316
55598	REVOKED	04/03/91	100	12/05/90	118	+018
55683	REVOKED	04/30/91	365	03/05/91	055	-310
55711	REVOKED	02/19/91	091	12/27/90	052	-039
55808	AWOL	06/21/91	305	11/27/90	204	-101
55848	REVOKED	07/16/91	395	12/24/90	202	-193
56027	REVOKED	10/21/91	475	07/19/91	092	-383
56074	REVOKED	10/31/91	072	08/27/91	064	-008
56279	DIS/DISC	06/21/91	181	05/01/91	051	-130
56280	REVOKED	12/10/91	044	10/05/91	065	+021
56473	REVOKED	11/07/91	180	05/09/91	178	-002
56497	REVOKED	04/02/91	138	07/29/91	129	-009
56656	REVOKED	10/02/91	283	08/02/91	060	-223
56687	DIS/DISC	01/22/91	060	11/20/90	062	+002
56829	REVOKED	09/17/91	308	02/27/91	200	-108
57457	REVOKED	10/10/91	368	08/22/91	048	-320
57779	REVOKED	01/17/92	210	10/16/91	082	-128
58125	REVOKED	10/28/91	117	05/01/91	177	+060

**TOTALS**

TOTAL NUMBER OF PAROLE GRADUATES - 206

DOUBLES -08

**GRADUATES CONSIDERED FOR SURVEY - 198 WARDS**

GRADUATED AFTER 12/31/91 -12

**TOTAL GRADUATES (8/90 - 12/31/91) - 186 WARDS**

**TOTAL NUMBER WITH CURRENT DATA  
(TRIANGULATED DATA MATCH) - 154 SUCCESSFUL  
GRADUATES**

**REMOVALS**

REVOKE 56

AWOL 09

DIS/DISC 15

CUSTODY 03

**83 TOTAL REMOVALS**

**02 DEATHS**

**ACTIVE NUMBER**

ON PAROLE 54

GENERAL DIS. 03

PAROLE COM. 12

**69 TOTAL STILL ACTIVE**

(AS OF 12/31/91 )

**PAROLE DAYS - PRE/POST EL CENTRO**

AVERAGE PRE EL CENTRO - (PARDANO)

$\chi = 364$  Days       $\alpha = 338.13$       N = 83

AVERAGE POST EL CENTRO - (PDYSPOST)

$\chi = 150$  Days       $\alpha = 102.67$       N = 83

NET GAIN/LOSS - **214 DAYS**

## Appendix B

### El Centro Graduates

#### Time Line Tracking Aug. 1990 - Dec. 1991

<u>Aug 90</u>	<u>Sep 90</u>	<u>Oct 90</u>	<u>Nov 90</u>	<u>Dec 90</u>	<u>Jan 91</u>	<u>Feb91</u>	<u>Mar 91</u>	<u>Apr 91</u>
53717		51148	53211	55711	53951	54546	55683	42532
		52163	55808	55848	<b>54562</b>	54598	48293	50248
		50057	53988	55010	54293	51578	49749	53377
		54604	50708	49715	<b>50911</b>	56829	53773	50611
		53786	55248	55598	54243	55210	51315	49028
		47959	56687	52687	51455		51109	50560
		51545	40265	53239	54552	46191		51721
		52585	52035	46555		42293	53083	
		50952			47067	51570	54042	
			46060	49378	54365		52843	
			51359	54995	43466			
					43564			
					45558			
					53092			
					57143			
<b><u>1 REM 0 REM 9 REM 8 REM 8 REM 5 REM 5 REM 6 REM 7 REM</u></b>								
<b><u>0 PAR 0 PAR 0 PAR 2 PAR 2 PAR 7 PAR 3 PAR 3 PAR 0 PAR</u></b>								
<b><u>2 DEC</u></b>								

<u>May 91</u>	<u>Jun 91</u>	<u>Jul 91</u>	<u>Aug 91</u>	<u>Sep 91</u>	<u>Oct 91</u>	<u>Nov 91</u>	<u>Dec 91</u>
58125	54978	51991	55513	53945	56280	55462	55803
56279	54236	56027	57457	52183	48136		52688
54013	52562	56497	48819		57779	57231	50373
56473	49018	54373	56074	56484	48114	52598	50399
54902	52188	53921	44264	54743		51705	56752
	44977	47903	51687		54840	58443	55191
52603		51250	54469		54029		51056
46487	52993	55335	56656		54780		56254
55025	42845	53969			52019		56973
55107	54843	54104	54864		47956		56394
	40287	54605	56478		57539		51879
	54259	54109	44455		50761		56543
	52973	52703	51952		56940		52896
		55294			46978		
		57002			47857		
		53479					
		45073					
<b><u>5 REM 6 REM 8 REM 8 REM 2 REM 4 REM 1 REM 0 REM</u></b>							
<b><u>4 PAR 6 PAR 9 PAR 4 PAR 2 PAR 10 PAR 4 PAR 13 PAR</u></b>							

**Time Series Totals - By Quarter**  
**August 1990 - December 1991**

August - September 1990	1 Removal 0 Parole
September - December 1990	25 Removal 4 Parole
January - March 1991	16 Removal 13 Parole 2 Deceased
April - June 1991	18 Removal 10 Parole
July - September 1991	18 Removal 15 Parole
October - December 1991	5 Removal 27 Parole

Totals for entire study sequence -

83 Removals  
69 Parole  
2 Deceased

Total Accounted for - 154

## Appendix C

### El Centro Substance Abuse Program Graduate Parole Participation Survey

1. Parolee Name : \_\_\_\_\_ (1-20)
2. CYA Number \_\_\_\_\_ (21-25)
3. DOB: Month \_\_ Day \_\_ Year \_\_ \_\_\_\_\_ (26-31)  
Numerical Notations of Months
- |         |    |          |    |           |    |
|---------|----|----------|----|-----------|----|
| January | 01 | February | 02 | March     | 03 |
| April   | 04 | May      | 05 | June      | 06 |
| July    | 07 | August   | 08 | September | 09 |
| October | 10 | November | 11 | December  | 12 |
4. Ethnicity \_\_\_\_\_ (32)
- |          |   |
|----------|---|
| White    | 1 |
| Black    | 2 |
| Hispanic | 3 |
| Other    | 4 |
5. Marital Status \_\_\_\_\_ (33)
- |               |   |
|---------------|---|
| Married       | 1 |
| Separated     | 2 |
| Divorced      | 3 |
| Widowed       | 4 |
| Never Married | 5 |
6. Financial Responsibility: \_\_\_\_\_ (34)
- Parolee is financially responsible for the following:
- |                      |   |
|----------------------|---|
| Self Only            | 1 |
| Spouse , no children | 2 |
| Spouse, children     | 3 |
| Other _____          | 4 |

7. What is the highest grade in elementary school or high school that parolee finished and received credit for? \_\_ (35-36)

No Formal School	00	7th Grade	07
1st Grade	01	8th Grade	08
2nd Grade	02	9th Grade	09
3rd Grade	03	10th Grade	10
4th Grade	04	11th Grade	11
5th Grade	05	12th Grade	12
6th Grade	06		

8. If Finished 9th - 12th Grade, Did parolee ever receive a high school diploma or GED certificate? \_ (37)

High School Diploma	1
GED Certificate	2
Neither	3

9. Means of Support \_\_ (38-39)

Full-Time Employed	1
Part-Time Employed	2
Unemployed	3
Welfare	4
Other Support _____	5

10. Vocation: \_ (40)

Skilled Labor	1
Unskilled Labor	2
Other _____	3

11. Number of Convictions: \_\_\_\_\_ \_\_ (41-42)

12. Current Status \_ (43)

Currently on Parole	No	Yes	1
Date Parole completed	_____		2
Date of AWOL	_____		3
Date Parole Revoked	_____		4
Other/Date	_____		5

13. Special Problems 0 = None  
 1 = Past Only  
 2 = Present Only  
 3 = Past and Present
- A. Substance Abuse \_ (44)  
 B. Sex Offender \_ (45)  
 C. Med/Psych \_ (46)  
 D. Gang Involved \_ (47)  
 E. Other \_\_\_\_\_ \_ (48)
14. Types of drug(s) most frequently used or abused: \_\_\_\_\_ (49-52)
- |              | <u>Pre El Centro</u> | <u>Post El Centro</u> |
|--------------|----------------------|-----------------------|
| Alcohol      | 1                    | 1                     |
| Amphetamines | 2                    | 2                     |
| Crack        | 3                    | 3                     |
| Cocaine      | 4                    | 4                     |
| Heroin       | 5                    | 5                     |
| Marijuana    | 6                    | 6                     |
| Other _____  | 7                    | 7                     |
15. Date of original parole (prior to El Centro) \_\_\_\_\_ (53-56)  
 Month \_\_ Year \_\_
16. Number of days on original parole \_\_\_\_\_ (57-59)  
 \_\_\_\_\_ Days
17. Parole officer assessment for individual chance of success: \_ (60)  
 Good chance of success 1  
 Fair chance of success 2  
 Poor chance of success 3
18. Gang Affiliation: \_ (61)  
 Have never belonged to a gang 1  
 Previously belonged to a gang but no longer affiliated 2  
 Currently belongs to a gang 3



19. Does the parole continue to abuse alcohol and/or illegal narcotics? \_ (62)  
No (1) \_\_\_\_\_ Yes (2) \_\_\_\_\_ Unknown (0) \_\_\_\_\_

20. To what extent does the parolee continue to abuse alcohol and/or illegal narcotics? \_ (63)

- Never 1
- Infrequently (once a month) 2
- Occasionally (once a week) 3
- Frequently (once a day) 4
- Other \_\_\_\_\_ 5
- Unknown 6

21. To what extent does the parolee's continued abuse impact his overall ability to function in the community? \_ (64)

- No Impact 1
- Limited Impact 2
- Moderate Impact 3
- Severe Impact 4
- Impact Unknown 5

22. Arrests by law enforcement agency or parole officer (post El Centro) \_\_ (65-66)

23. Support group participation \_\_ (67-68)

- Alcoholics Anonymous 1
- Narcotics Anonymous 2
- Cocaine Anonymous 3
- Individual Counseling 4
- Group Counseling 5
- Other 6
- None 7

24. What level of supervision does this parolee require compared to others on assigned to your caseload? \_ (69)

Low	1
Medium	2
High	3

25. How much assistance do you feel this parolee needs in making personal adjustments? \_ (70)

Very Little	1
Some	2
Great Deal	3

## Appendix D

### **Assessment of the Employment Preparation and Industrial Certification Pilot Program (Project EPIC)**

The Employment Preparation and Industrial Certification pilot program, designed and utilized within the Washington State Department of Corrections, is a rather new technique in classroom teaching curriculum designed to provide a attitudinal change in the individual just prior to parole; the internalization of realistic employment expectations designed to not only address the application process, but more importantly, the ability to maintain meaningful employment.

The EPIC Program aims to develop the life skills and employability skills through an intense, yet understandable, classroom teaching module. The desired skill topics are separated into seven units taught in a daily three hour format (15 hours per week), for a period of either six or nine weeks. The seven self-contained units address the following topics:

- Looking Good
- Getting to Know the Job
- Making Your Time Count
- Doing the Job Right
- Practicing Good Work Habits
- Being Part of a Team
- Handling Problems on the Job

In the Washington experiment, the modules were covered using a wide variety of instructional strategies to provide motivation and interest.

Lecturing was rarely used. Instead, emphasis was placed on student participation. Instructional techniques included individual, paired, small group, and whole group activities in a non-threatening, student environment. Principal instructional strategies included the use of music, cartoons, photographs, video tapes, posters, hands-on activities, pictures, invited guests, pencil-and-paper exercises, and class discussions.

At the end of each module, students are asked to evaluate the relevance of the activities and materials used to teach the information. Inmate feedback is evaluated and utilized for future program adjustments.

Prior to release into the VETA works project, a classroom program similar to the EPIC program would be implemented at the treatment site. During the last sixty days of incarceration, the wards assigned to "work crews" return to the facility between one and two in the afternoon. After showers, clean-up, etc., ample time would remain in the afternoon for participation in an EPIC type program.

A classroom type program of this nature is an integral element to the overall success of the post release job works program conducted upon initial release.