



King County

Criminal Justice Initiative

The Relationship of Intensive Outpatient Chemical Dependency
Treatment at the Community Center for Alternative Programs to
Community Corrections Placements

Department of Community and Human Services
Mental Health, Chemical Abuse and Dependency Services Division

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**King County Criminal Justice Initiative
Intensive Outpatient and Community Corrections Placements
May 2011**

Executive Summary

The Criminal Justice Initiative (CJI), launched in 2003 to reduce jail utilization, developed ten programs to provide housing, mental health and chemical dependency services, and to train stakeholders and program staff to assist inmates with connecting to treatment services and publicly funded benefits. Intensive outpatient (IOP) chemical dependency treatment at the Community Center for Alternative Programs (CCAP) was among the programs developed.

The CCAP IOP program began in April 2004 providing up to three months of on-site intensive outpatient treatment for offender-clients assessed as needing substance use disorder treatment and who are court-ordered to CCAP for at least 30 days. The program has been successful in significantly reducing jail bookings subsequent to treatment. However, jail days have shown marked increases during the first year following program entry, though they significantly decrease by the second year.

This report is the first to examine the relationship of the CCAP IOP program to the Community Corrections Division (CCD) program in which it is housed. Specifically, the report examines CCAP IOP episodes with respect to: (1) CCD program type and level, (2) CCD placements and IOP episode length, (3) court and sentencing status, (4) sentence length, and (5) CCD outcome status.

We found the following:

- The IOP program is being used for people in the intended CCD CCAP enhanced program.
- The IOP treatment is initiated quickly – with nearly 80 percent of participants starting treatment within 14 days of the start of their CCD placement.
- The IOP treatment is continued beyond the CCD placement period for over half of participants, indicating continuity of care for those who need ongoing treatment.
- The vast majority of IOP participants are ordered to CCD from King County Superior Court. Over three-quarters of IOP participants are pre-trial. The high proportion of pre-trial individuals suppresses reductions in jail bookings and magnifies increases in jail days shown for the CCAP IOP program compared with other CJI programs.
- About 85 percent of CCD IOP participants during the most recent program year were felons; a proportion that has risen over program years.
- Slightly less than half of CCAP participants complete their program successfully, while more than half of Work and Education Release (WER) and Electronic Home Detention (EHD) participants complete successfully. Participants who are sentenced and misdemeanants are more likely to have successful closure than pre-trial and felons. Race/ethnicity is also related to successful completion; however, charge severity and sentencing status are stronger predictors of successful completion.

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I. Introduction

The Criminal Justice Initiative (CJI) was launched in 2003 after a cross-system planning process including corrections, courts, and human service systems. The primary objectives for the use of CJI funds were to reduce the jail population and reduce recidivism. A particular emphasis was placed on developing alternatives to secure detention and providing services to inmates who are high users of the jail and/or individuals who have substance use and/or mental health disorders and are not otherwise eligible for publicly funded service enrollment.

The planning group developed an initial set of ten CJI programs: five client service programs to provide housing, mental health and chemical dependency services, and five process improvements to train stakeholders and relevant program staff to assist inmates with connecting to treatment services and publicly funded benefits. The IOP chemical dependency treatment at the CCAP was among the five service programs developed.

The CCAP IOP program began in April 2004. The program provides up to three months of intensive outpatient treatment for offender-clients who are assessed as needing substance use disorder treatment and who are court-ordered to CCAP for at least 30 days. Many of these clients are also court ordered to treatment. A minimum of nine hours per week of individual and group IOP treatment is provided on-site by a community drug treatment provider, as well as assistance with obtaining publicly funded benefits. During the first three years of the program, the IOP clinicians sited within the CCAP facility were from Community Psychiatric Clinic. As of April 2007, the IOP provider has been Sound Mental Health. If the client wants a different community drug treatment provider for care after they are discharged from CCAP, referral to and discharge planning with a new treatment provider is designed to occur prior to each participant's discharge from CCAP.

In prior reports we have detailed characteristics of individuals served by the CCAP IOP program and their jail and clinical outcomes. In brief, participants most often use alcohol, marijuana, or cocaine. Nearly one-third of participants are homeless at the start of treatment. The program has been successful in significantly reducing jail bookings subsequent to treatment. However, jail days have shown marked increases during the first year following program entry, though they significantly decrease by the second year following admission. About half of the participants are considered to have completed the program successfully.

Purpose of This Report

To date, we have reported only CCAP IOP data from the perspective of the treatment system. We have not been able to examine the relationship of the CCAP IOP program to the larger CCD program in which it is housed. Recently, we have received data from the CCD data system (ComCor) to permit further analysis.

This report examines CCAP IOP episodes with respect to: (1) CCD program type and level, (2) CCD placements and IOP episode length, (3) court and sentencing status, (4) sentence length, and (5) CCD outcome status.

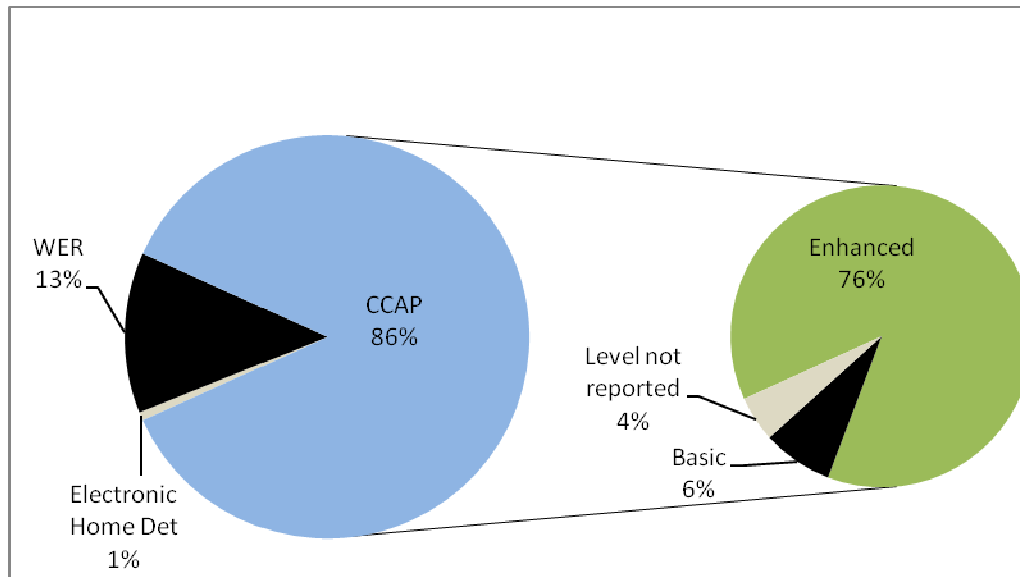
II. Results

Of the 899 CCD IOP participants who entered treatment during the first five years of the program (from April 2004 thru March 2009), 876 (98 percent) were matched to a CCD record within 365 days prior to or after their IOP start date. If multiple CCD records matched within the IOP episode date range, those indicating “Day Reporting” CCAP were retained and used as the primary source for this report.

A. CCD Program and Level

The IOP program was intended for CCD CCAP “enhanced” participants. Participants of the CCAP enhanced program are court-ordered to physically report to CCAP. In contrast, participants of the complementary CCAP “basic” program are required to phone-in (only) on a daily basis. Figure 1 (and Table 1 in Appendix A), shows that over 80 percent of CCD IOP participants have a CCAP episode associated with their IOP episode (with remaining individuals in CCD WER or EHD). Of those in the CCAP program, approximately 90 percent were in the enhanced level. About one-third of WER records indicated a “basic” or “enhanced” program level although there are no such levels within WER, which suggests that these records may be mislabeled.

Figure 1. CCD Program and Level by Year (N=876)

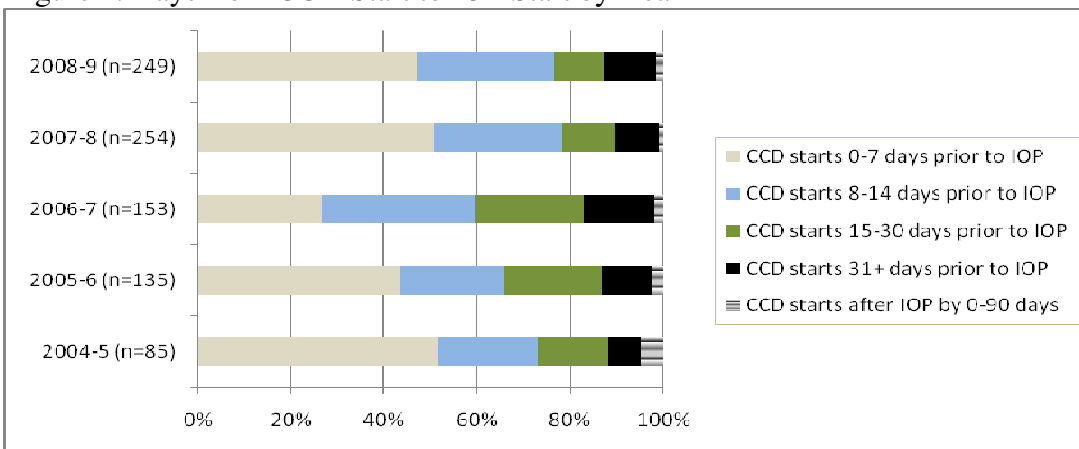


B. CCD Placements and IOP Episode Length

If substance use assessment indicates IOP treatment is needed, it would ideally begin soon after a CCD placement begins. Figure 2 (and Table 2 in Appendix A), shows that most of the IOP participants indeed had an IOP episode that began within 14 days of the start of the CCD placement. The proportion starting IOP within 14 days has increased during the most recent two-year period of the study, corresponding to a change in the IOP provider agency. Two changes the new IOP provider planned were to: (1) increase the rate of screening such that nearly everyone at CCAP enhanced is screened, and (2) decrease time from CCD entry to assessment of substance use. The data bear out those planned changes.

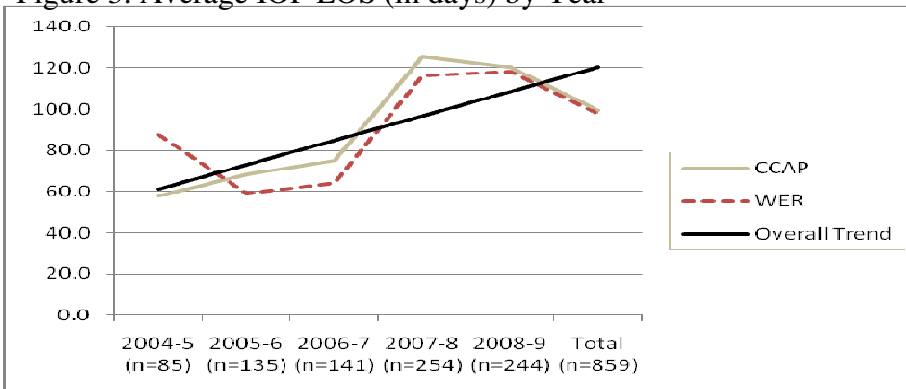
The total number of CCAP IOP participants has increased (tripled) over the program years, as noted in earlier reports, particularly in the last two years subsequent to the change in IOP provider agency.

Figure 2. Days from CCD Start to IOP Start by Year



As shown in Figure 3 IOP length-of-stay (LOS) has increased over the program years, particularly subsequent to the change in IOP provider agency, indicating improved treatment retention. The IOP LOS is similar across CCD programs.

Figure 3. Average IOP LOS (in days) by Year



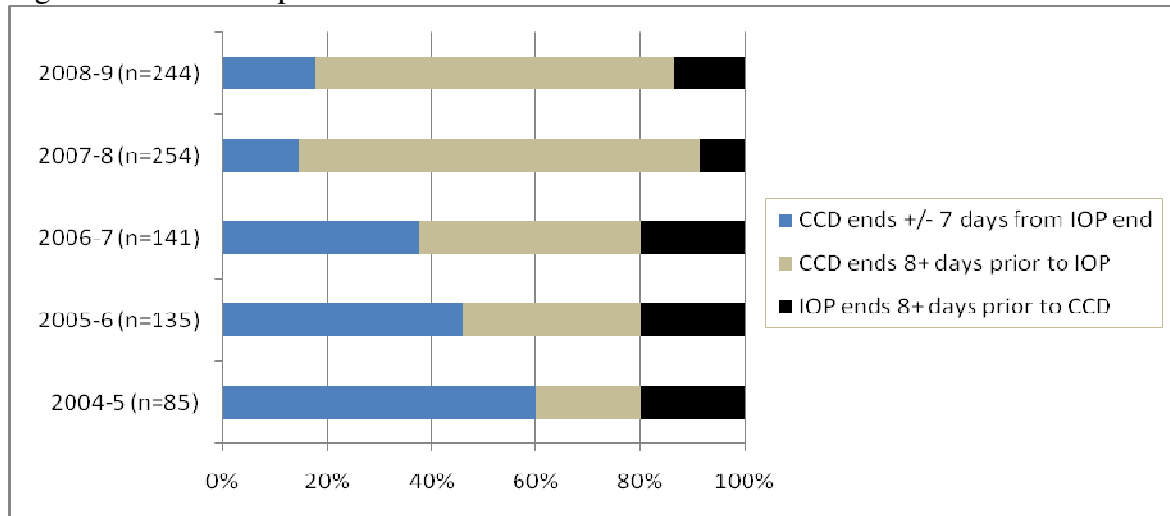
*The number of people in EHD is too small (n=6) to report averages reliably

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We have also been interested in knowing whether IOP episodes extend beyond the CCD placement period. If a client is assessed as needing ongoing treatment, we would expect to see the person retained in treatment after the CCD placement, when the person has completed the conditions of the court and is no longer under CCD authority. Because there is little difference in IOP LOS between CCD programs (see Figure 3), we analyzed IOP participants in these programs together.

As shown in Figure 4, in the early years of the IOP program, about half of IOP episodes ended within seven days of the CCD placement period. In more recent years, a much more substantial proportion of IOP episodes end after the CCD placement, indicating continuity of treatment beyond when the person is under CCD authority. The episodes that extend beyond the CCD placement do so for 8-365 days with a largely even distribution among 30-days intervals through 90 days, tailing off within 91-365 days (see Table 4 in Appendix A).

Figure 4. Relationship of CCD End Date to IOP End Date



C. Court and Sentencing Status

Table 1 shows the vast majority (80-90 percent) of IOP participants are ordered to CCD from King County Superior Court.

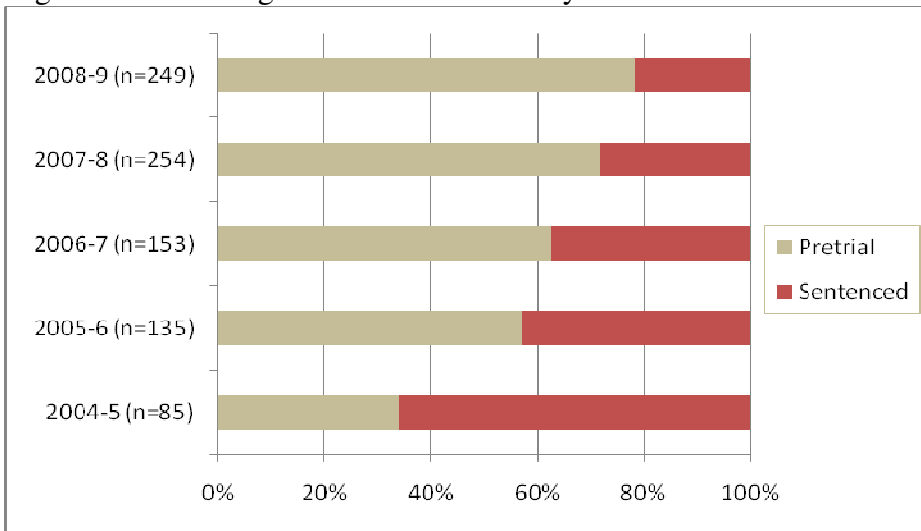
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Table 1. Court by Year

	2004-5	2005-6	2006-7	2007-8	2008-9	Total
KC Superior Court	51	107	122	231	224	735
KCD: East Div/Bellevue	1	1	1		1	4
KCD: East Div/Redmond	1					1
KCD: East Div/Shoreline	1					1
KCD: Jail Division	3					3
KCD: South Div/Burien	9	8	7	6	10	40
KCD: South Div/Kent	4	10	5	3	5	27
KCD: West Div/Sea	15	9	18	14	9	65
Total	85	135	153	254	249	876

Figure 5 shows that about three-fourths of IOP participants were pre-trial during the most recent program year; a proportion that has risen considerably over program years.

Figure 5. Sentencing Status at Admission by Year



Over the five-year IOP period under examination, all but one of the pre-trial participants was from King County Superior Court. (see Table 3 in Appendix A). Approximately half of the sentenced participants were also from King County Superior Court, and with very few exceptions, the remaining sentenced individuals were from King County District Court - West and South Divisions.

During the most recent three program years, the proportion of pre-trial IOP participants has been higher within the CCAP program than for WER (see Table 2).

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Table 2. Proportion of Pre-trial IOP Participants Across CCD Programs

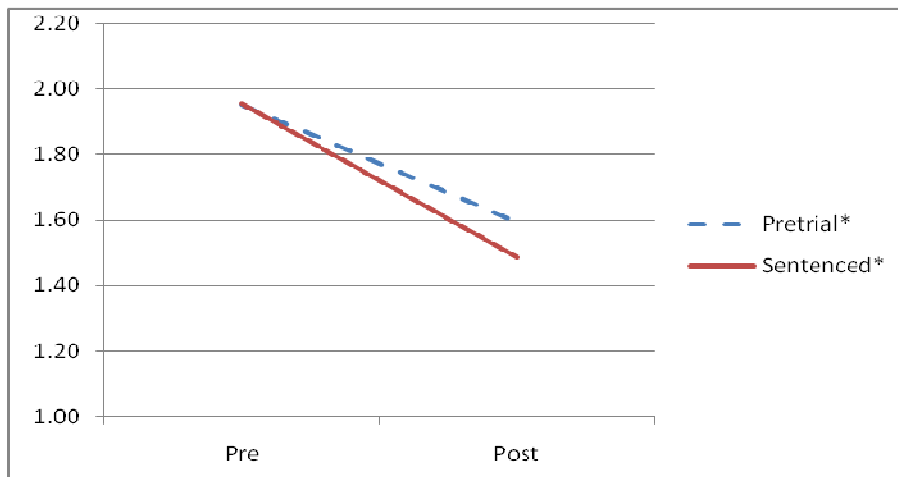
	2004-5 (n=85)	2005-6 (n=135)	2006-7 (n=153)	2007-8 (n=254)	2008-9 (n=249)	Total
CCAP*	35%	58%	69%	75%	83%	69%
WER	0%	60%	28%	51%	50%	46%

*The number of people in EHD is too small (n=6) to report percentages reliably

We have hypothesized that the high proportion of pre-trial status of participants contributes to the relatively high rate of incarceration during the first year after program admission compared with other CJI programs that we have reported in previous reports.

Indeed, Figure 6 shows that while all CCAP IOP participants significantly reduced jail bookings from the year prior to CCAP entry compared with the subsequent year, pre-trial individuals showed a smaller reduction than sentenced individuals and this difference is statistically significant.

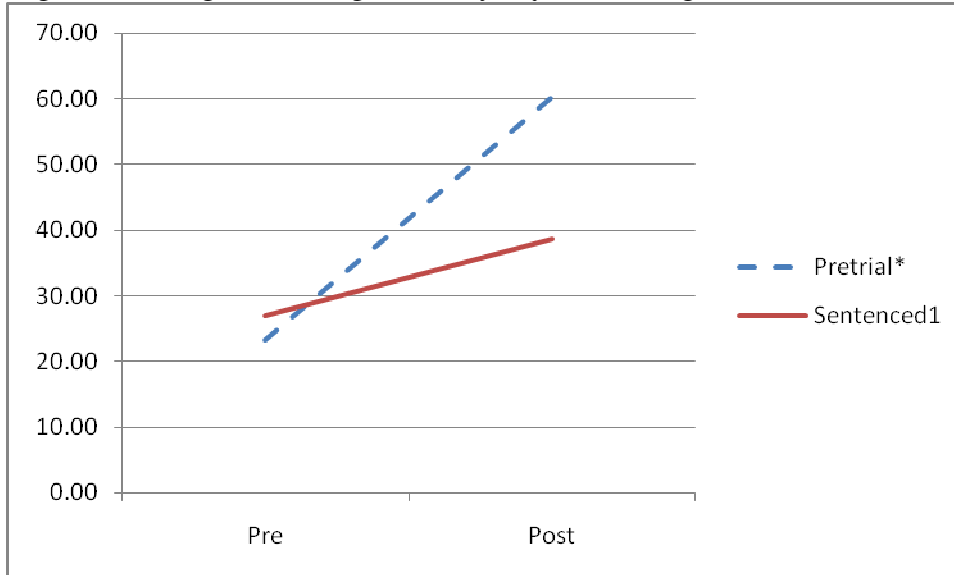
Figure 6. Change in Average Jail Booking by Sentencing Status



*Significant at p<.05 using Wilcoxon non-parametric test

Even more pronounced are the differences between the pre-trial and sentenced groups regarding changes in jail days. Figure 7 shows that CCAP IOP pre-trial participants showed a significant increase in jail days from the year prior to CCAP entry compared with the subsequent year, while sentenced individuals showed only a trend in this direction. The between-group difference is statistically significant. Overall, these data suggest that it is the large proportion of pre-trial individuals who are driving the increases in jail days that we have consistently reported for first-year outcomes of CCAP IOP participants.

Figure 7. Change in Average Jail Days by Sentencing Status

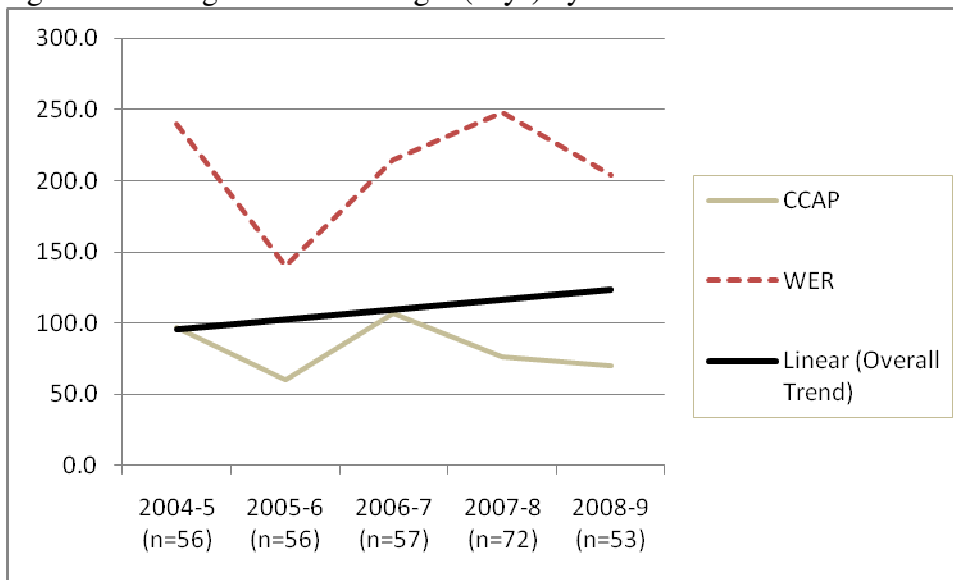


*Significant at $p < .05$ using Wilcoxon non-parametric test
 †Trend ($p = .06$) using Wilcoxon non-parametric test

D. Sentence Length and Charge Severity

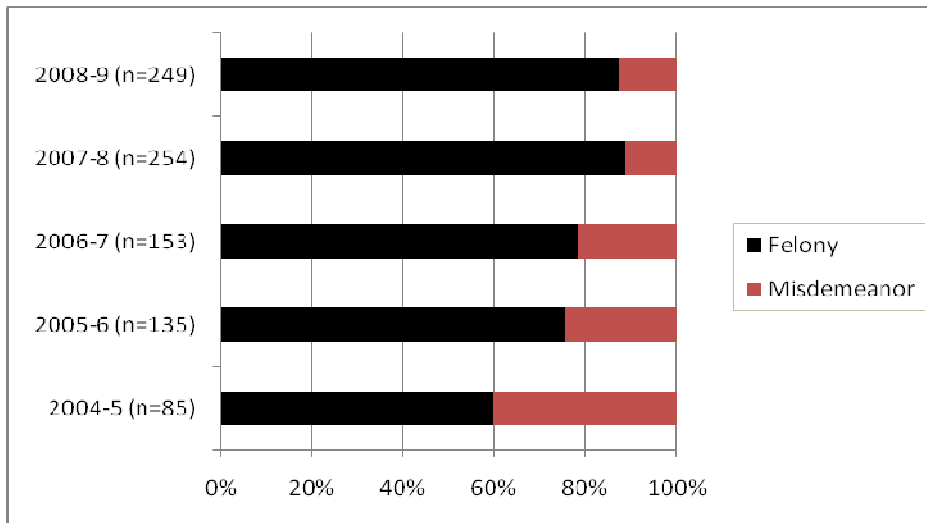
As noted in Figure 7, most CCD IOP participants are pre-trial. Of those who are sentenced, the average sentence length has varied over time with a slightly increasing trend. The sentence length for individuals in WER is longer than for those in CCAP.

Figure 8. Average Sentence Length (days) by Year



As shown in Figure 9, about 85 percent of CCD IOP participants during the most recent program year were felons; a proportion that has risen over program years. All but two of the 716 felons over the five years were listed in the data as being from King County Superior Court, and these two cases likely represent data entry errors as all felony cases in Washington State are filed in Superior Court. Misdemeanants, with very few exceptions, were from King County District Court - South (41 percent) and West (40 percent) Divisions, and from King County Superior Court (13 percent) (see Table 5 in Appendix A).

Figure 9. Charge Severity by Year



E. CCD Outcome Status

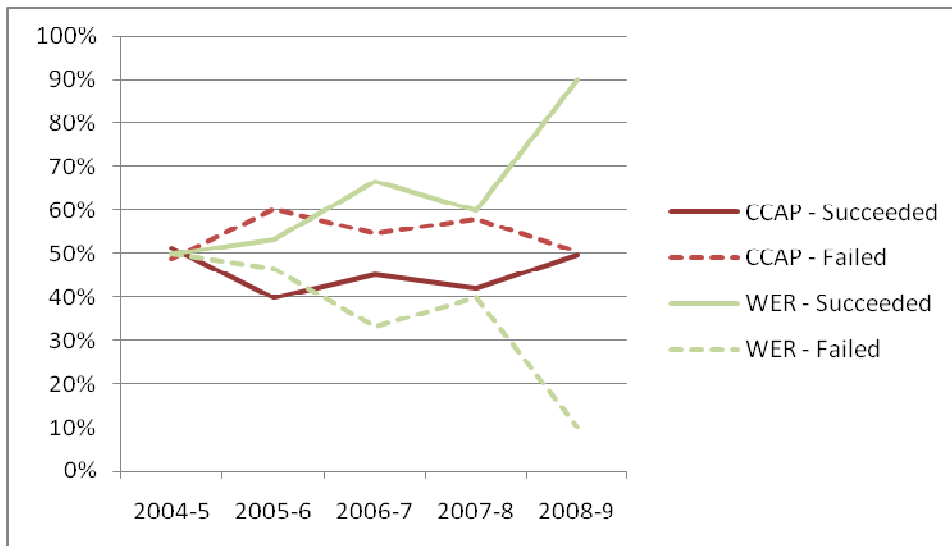
Whether a person in CCD successfully or unsuccessfully completes their CCD placement is recorded as the "closed factor". "Success" in the context of CCD refers to completion of court conditions regarding CCD participation. Table 3 and Figure 10 show that slightly less than half of CCAP participants (45 percent over the five program years) complete their program successfully. In contrast, more than half of WER and EHD participants (average 69 percent) complete successfully, however these programs have small numbers participating which can make the rates unreliable. A small number of people in both CCAP and WER show "closed factor" entries normally used for the opposite program (e.g., CCAP participants with "WER-satisfactory release", etc.).

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Table 3. CCD Program “Closed Factor” by Year

	2004-5	2005-6	2006-7	2007-8	2008-9	Total
CCAP Total	83	118	126	212	218	757
CCAP – Failed	40	71	69	120	108	408
CCAP – Succeeded	40	47	57	87	106	337
WER – Satisfactory release	2					
Not reported	1			5	4	10
WER Total	2	15	25	41	30	113
WER - Infraction/unsatisfactory removal	1	3	1	9	2	16
WER - Not complete/unsatisfactory		2	5	6	1	14
WER - Satisfactory release	1	8	16	20	27	72
CCAP – Failed		2	2	1		5
CCAP – Succeeded				4		4
Not reported			1	1		2
EHD Total		2	2	1	1	6
CCAP - Failed			1			1
WER – Satisfactory release		2	1	1		4
Not reported					1	1
Total	85	135	153	254	249	876

Figure 10. “Closed Factor” by Program by Year



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Table 4 shows that CCD participants who are sentenced are more likely to have a successful (60 percent) than unsuccessful (40 percent) CCD closure. The CCD participants who are pre-trial show the opposite pattern, and this difference is significant (chi-square=23.6, df=1, p<.001).

Table 4. CCD “Closed Factor” by Sentencing Status

	Failed		Succeeded		Total	
Sentenced	117	40%	176	60%	293	100%
Pretrial	327	57%	243	43%	570	100%

Table 5 shows that CCD participants charged with a misdemeanor are more likely to have a successful (62 percent) than unsuccessful (38 percent) CCD closure. Participants charged with felonies show the opposite pattern, and this difference is significant (chi-square=13.4, df=1, p<.001)

Table 5. CCD “Closed Factor” by Charge Severity

	Failed		Succeeded		Total	
Misdemeanor	61	38%	98	62%	159	100%
Felony	383	54%	321	46%	704	100%

The CCD “closed status” is not significantly related to age or gender, but it is related to race/ethnicity. Table 6 shows that Asian participants are the most likely to have successful CCD closure. These relationships are complicated by the fact that race/ethnicity is also related to charge severity (though not sentencing status). Table 7 shows that African-Americans in particular are more likely than other groups to be in CCD on felony charges. Race/ethnicity is not related to sentencing status. Multivariate analysis showed that the strongest predictors of successful CCD closure are charge severity and sentencing status, over and above race/ethnicity.

Table 6. CCD “Closed Status” by Race/Ethnicity

	Failed		Succeeded		Total	
Asian	8	25%	24	75%	32	100%
African-American	172	56%	134	44%	306	100%
Native American	25	64%	14	36%	39	100%
Hispanic	19	59%	13	41%	32	100%
White	217	48%	232	52%	449	100%

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Table 7. CCD Race/Ethnicity by Charge Severity

	Felony		Misdemeanor		Total	
Asian	26	81%	6	19%	32	100%
African-American	272	89%	34	11%	306	100%
Native American	28	72%	11	28%	39	100%
Hispanic	25	78%	7	22%	32	100%
White	351	78%	98	22%	449	100%

III. Program Summary and Recommendations

This is the first report that examines the relationship of the CCAP IOP program to the larger CCD program in which it is housed.

We found the following:

- The IOP program is being used for people in the intended CCD CCAP enhanced program. Over 80 percent of IOP participants were involved with CCAP and over 90 percent of those individuals were in the enhanced level.
- Ideally, IOP treatment begins soon after the start of a CCD placement and continues after the CCD placement ends if the person is assessed as needing ongoing treatment. Indeed, during the most recent two program years, nearly 80 percent started IOP treatment within 14 days of the start of their CCD placement. During these years, over 50 percent of IOP episodes extended after the CCD placement period, indicating continuity of care.
- The vast majority of IOP participants are ordered to CCD from King County Superior Court. Over three-quarters of IOP participants are pre-trial and this rate has increased over program years. The high proportion of pre-trial individuals also appears to suppress reductions in jail bookings and magnify increases in jail days shown for the CCAP IOP program compared with other CJI programs.
- About 85 percent of CCD IOP participants during the most recent program year were felons; a proportion that has risen over program years.
- Slightly less than half of CCAP participants complete their program successfully, while more than half of WER and EHD participants complete successfully. Participants who are sentenced and misdemeanants are more likely to have successful closure than pre-trial and felons. Race/ethnicity is also related to successful completion; however, charge severity and sentencing status are stronger predictors of successful completion.

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APPENDIX A
Detailed CCAP CCD and IOP Data

Table 1. CCD Program and Level by Year

	2004-5 (n=85)	2005-6 (n=135)	2006-7 (n=153)	2007-8 (n=254)	2008-9 (n=249)	Total (n=876)
CCAP – Enhanced	48	113	117	190	195	663
CCAP – Basic		5	8	21	23	57
CCAP – level not reported	35		1	1		37
Electronic Home Detention		2	2	1	1	6
Work and Education Release (WER)	2	15	25	41	30	113
Total	85	135	153	254	249	876

Table 2. Days from CCD start to IOP Start by Year

	2004-5 (n=85)	2005-6 (n=135)	2006-7 (n=153)	2007-8 (n=254)	2008-9 (n=249)	Total (n=876)
CCD starts 0-7 days prior to IOP	44	59	41	129	117	390
CCD starts 8-14 days prior to IOP	18	30	50	70	74	242
CCD starts 15-30 days prior to IOP	13	28	36	29	26	132
CCD starts 31+ days prior to IOP	6	15	23	24	28	96
CCD starts after IOP by 0-90 days	4	3	3	2	4	16
Total	85	135	153	254	249	876

Table 3. Court and Pre-trial Status by Year

	2004-5 (n=85)	2005-6 (n=135)	2006-7 (n=153)	2007-8 (n=254)	2008-9 (n=249)	Total
Pretrial	29	77	96	182	195	579
KCD: West Div/Sea				1		1
King County Superior Court	29	77	96	181	195	578
Sentenced	56	58	57	72	54	297
KCD: East Div/Bellev	1	1	1		1	4
KCD: East Div/Redmond	1					1
KCD: East Div/Shore	1					1
KCD: Jail Division	3					3
KCD: South Div/Burien	9	8	7	6	10	40
KCD: South Div/Kent	4	10	5	3	5	27
KCD: West Div/Sea	15	9	18	13	9	64
King County Superior Court	22	30	26	50	29	157
Total	85	135	153	254	249	876

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Table 4. Relationship of CCD End Date to IOP End Date

	2004-5 (n=85)	2005-6 (n=135)	2006-7 (n=141)	2007-8 (n=254)	2008-9 (n=244)	Total (n=859)
CCD ends +/- 7 days from IOP end	51	62	53	37	43	246
CCD ends 8-30 days prior to IOP	13	34	37	24	36	144
CCD ends 31-60 days prior to IOP	3	11	16	86	55	171
CCD ends 61-90 days prior to IOP		1	4	39	48	92
CCD ends 91-365 days prior to IOP	1		3	46	29	79
IOP ends 8+ days prior to CCD	17	27	28	22	33	127
Unknown IOP LOS			12		5	17
Total	85	135	153	254	249	876

Table 5. Charge Severity and Court by Year

	2004-5 (n=85)	2005-6 (n=135)	2006-7 (n=153)	2007-8 (n=254)	2008-9 (n=249)	Total
Felony	51	102	120	226	217	716
Misdemeanor	34	33	33	28	32	160
Misdem. KCD: Burien	9	8	7	6	10	40
Misdem. KCD: Kent	4	10	4	3	5	26
Misdem. KCD: West Div	14	9	18	14	9	64
Misdem. King County Superior Court	1	5	3	5	7	21
Misdem. KCD: East or Jail Div.	6	1	1	0	1	9
Total	85	135	153	254	249	876