Brief Report Series

National Criminal Justice Treatment Practices Survey

Criminal Justice | Drug Abuse Treatment Studies
A project of the National Institute on Drug Abuse, National Institutes of Health
U.S. DEPARTMENT OF HEALTH AND HUMAN SERVICES

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Rationale and Objectives. A number of advances in the provision of services to substance abusing offenders have occurred over the past two decades. Efforts to deliver drug treatment in diverse criminal justice settings have taken numerous forms, including prison- and jail-based therapeutic communities, drug courts, Treatment Accountability for Safer Communities (TASC) programs, and various initiatives incorporating substance abuse treatment within correctional programming (e.g., boot camps, day reporting centers, reentry programs). Knowledge about the "the big picture" on substance abuse services for offenders, however, has not kept pace with treatment advances overall. Studies of different parts of the correctional system, such as adult prisons and jails, suggest that substantial numbers of offenders have limited access to treatment. These reviews have underscored the challenges in implementing effective programs in correctional settings and, more generally, in bridging the criminal justice and public health systems (Belenko & Peugh, 2005; Farabee et al., 1999; Taxman & Bouffard, 2000). But there has been no systematic assessment of the availability and types of treatment provided to substance abusing offenders throughout these systems.

In establishing CJ-DATS, NIDA and the ten research centers that comprise this national initiative recognized the need to conduct a national inventory of substance abuse treatment delivery systems for offenders. The National Criminal Justice Treatment Practices (NCJTP) survey is the first to assess treatment at all levels of the adult and juvenile justice systems—from adult prisons and juvenile detention facilities, to community-based programs for parolees and probationers. In addition to filling in a national portrait on offender treatment, the NCJTP survey is exploring the role of organizational factors, such as workplace climate, culture, and staff resources, on the delivery of treatment for offenders. The primary goals of the NCJTP survey are to: 1) describe and assess the drug treatment practices currently available

to offenders, including the missions, policies, resources, and operational structures of the delivery systems; and 2) identify and examine organizational factors that affect the delivery of drug treatment practices in correctional settings. Through the survey findings, we aim to inform correctional agencies and treatment providers about the issues that affect the implementation of effective treatment programs for offenders, and the policies that support effective treatment. The survey is also intended to stimulate and guide research within and outside CJ-DATS, and provide organizational and system information that can facilitate the implementation of findings from other ongoing CJ-DATS studies.

Survey Procedures and Respondents. To capture a comprehensive picture of offender treatment, the NCJTP Survey uses a multi-level strategy for reaching four general categories of respondents (see diagram below). Surveys are mailed to respondents. The first two categories of respondents are executives and administrators working in state agencies, including:

- Directors of state public safety agencies in all 50 states. *Survey 1* involves the census of executive directors of the state adult corrections agency, juvenile justice agency, and any state-level community corrections agencies (adult and juvenile probation or parole).

- Directors and administrators overseeing substance abuse treatment and corrections budgets in all 50 states. *Survey 2* respondents include the census of directors of the state drug and alcohol administrative agency (overseeing treatment funding, licensing, etc.), administrators within state adult and juvenile correctional agencies that oversee substance abuse programs and services for offenders under their jurisdiction. The *budget survey* targets budget directors of the state correctional agencies.

The other surveys involve administrators and staff of facilities, such as prisons, detention facilities, and treatment programs, and of local community corrections offices. A nationally representative sample of state prisons (N=150), and a sample of the largest youth detention facilities (N=70) are included at this level. Additionally, we identified a nationally representative sample of 72 counties for surveys involving treatment programs serving adult and adolescent clients, as well as jails, probation, pre-trial, and parole offices.

- *Survey 3* is conducted with: wardens/directors of prisons, jails, and youth facilities; administrators in charge of probation and parole offices in the sample counties (depending upon the state, these may be local or regional offices of a state agency, or county- or city-operated agencies); and directors of outpatient adult and adolescent substance abuse treatment programs in the sample counties that report serving criminal- and juvenile-justice involved clients.

- *Survey 4* involves line staff that work in the same correctional facilities, probation and parole offices, and community treatment programs sampled in Survey 3. Up to 40 correctional staff and 30 treatment staff in each facility or office will be surveyed. Due to resource constraints, Survey 4 is being done in a subset of the facilities and offices sampled in Survey 3; approximately 3,500 respondents are targeted for Survey 4.

Survey Content and Sample of Pre-Test Findings. The surveys that are used for each level of NCJTP are tailored to the different respondents, although many parts are the same across surveys, permitting response comparisons. In addition to comparisons across states and agencies, the multi-level nature of the NCJTP survey will allow us to assess consistency within organizations regarding treatment-related goals, attitudes, and practices. The survey will enable us to answer questions about coordination of efforts within and across the criminal justice and treatment systems. Surveys of the multiple correctional facilities, offices, and treatment programs within counties will further permit assessment and comparisons of local, community-level treatment delivery systems for adult and juvenile offenders.

Some illustrative findings from one state-wide pilot of the NCJTP are summarized below. This is from one state prison system that has nearly 20 facilities. The pilot participants include 3 executives, 31 wardens and deputy wardens, and sample of about 1000 correctional officers and 225 service and treatment staff. Findings are briefly presented on two sets of topic areas covered by the survey; four other major content areas of the survey are also described below.

- **Mission and Goals of Correctional Agencies and Treatment Programs.** All survey respondents are asked to indicate the priority given to various goals in their agencies. They are also asked to provide their own rating of the importance of providing substance abuse treatment and other services

for offenders. As expected, all levels of correctional agencies in the pilot sample indicated that the first priority of corrections is public safety. As shown below, executives also report that their organizations strongly support the goal of offender change, and personally believe that offender treatment is an important component of a correctional system in reducing criminal behavior. At the facility level, wardens and staff were also supportive of drug treatment and saw their organization supporting the goal of offender change, but not to the same extent as the executives.

Survey Respondents in Pilot	Priority Placed on Offender Change (1-5 scale, 5=high priority)	Importance of Providing Drug Treatment Services (1-5 scale, 5=very important)
Executives	4.7	5.0
Wardens	3.7	4.2
Service Staff	3.5	3.7
Correctional Staff	3.2	3.3

- **Organizational Climate and Culture**. Work climate and culture are important influences in organizations' adoption of new policies and practices. These factors are also a gauge of how organizations communicate and carry out mission and policies. In the survey, warden and staff reported that their facilities emphasized hierarchy and team-based dimensions of culture, although executives and wardens reported a stronger sense of organizational culture on all dimensions compared to service staff and especially corrections officers (see table below)

Survey Respondents in Pilot	Hierarchy Culture Supports Adherence to Rules	Adaptability Culture Supports Responsiveness to Change
Executives	3.2	3.4
Wardens	3.7	3.2
Service Staff	3.3	2.6
Correctional Staff	2.9	2.5

note: all questions use 1-5 scale, 1=strongly disagree, 5=strongly agree; n/a means not asked

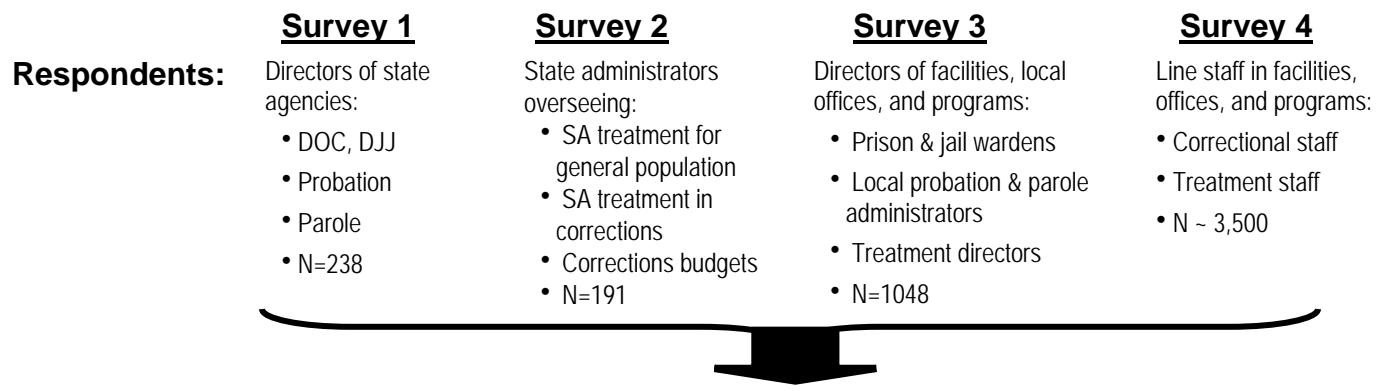Other areas covered by the NCJTP survey include:

- **Organizational Capacity and Needs.** One section of the survey assesses organizational capacity and needs in six major areas: facilities, staff, technology, program resources, training and staff development, and community and political support for treatment programs.

- **Opinions About Rehabilitation and Punishment for Offenders.** Views about how best to respond to crime and offenders vary considerably. The survey explores the perspectives of managers and staff based on their various job functions and responsibilities, and their involvement with treating offenders.

- **Treatment Policies and Practices.** Over the last decade, a variety of policies have been developed and implemented with the intent of improving treatment services for offenders. Research has also pointed to a number of operational practices associated with effective treatment, such as the use of screening and assessment procedures, individualized treatment planning, and mechanisms for helping offenders make the transition between different settings or services (such as prison to community-based treatment). The NCJTP survey examines policies and practices adopted at the level of the state, community, and individual treatment program.

- **Working Relationships Between Correctional and other Agencies.** Effective correctional programs require coordination among a variety of agencies, both within the different parts of the correctional system and across service delivery systems. The survey examines the type and number of agencies that people work with at different levels within the system, and the specific kinds of coordination activities (information sharing, cross training, revenue blending, etc.) in which they are engaged.

Applications. The NCJTP research is the first national effort to simultaneously survey state, regional/county, and program/facility levels of criminal justice and drug abuse treatment agencies in order to identify both the types of drug abuse treatment services available to drug abusers under criminal or juvenile justice supervision and to examine organizational factors that are expected to influence the availability and quality of treatment for these individuals. This research will provide a context for other ongoing CJ-DATS research studies. It will also extend previous work to estimate the number of persons under correctional supervision that need and receive drug abuse treatment. One of its important goals is to examine the role of organizational factors such as mission, workplace climate, staff development, and agency resources in relation to treatment services. Studies to be carried out with the NCJTP are expected to have implications for improving agencies' abilities to address the needs of the drug abuser under criminal justice supervision. For example, the survey will provide information on the extent to which agency actions are congruent with goals at various organizational levels as well as across justice and treatment systems. These data will provide a foundation for analyses to better understand how justice and treatment agencies (and personnel within those agencies) can coordinate and integrate their efforts involving the drug abusing offender – for example, to improve continuity of care from incarceration to post-release.

References

Belenko, S. & Peugh, J. (2005). Estimating drug treatment needs among state prison inmates. *Alcohol and Drug Dependence* [will update]

Farabee, D., Prendergast, M., Cartier, J., Wexler, H., Knight, K & Anglin, M.D. (1999). Barriers to implementing effective correctional drug treatment programs. *The Prison Journal*, 79: 150-162.

Taxman, F. & Bouffard, J. (2003). Drug treatment in the community: A case study of system integration. *Federal Probation, September:* 1-23.

Survey Respondents & Content Areas

Respondents:

Survey 1	Survey 2	Survey 3	Survey 4
Directors of state agencies: • DOC, DJJ • Probation • Parole • N=238	State administrators overseeing: • SA treatment for general population • SA treatment in corrections • Corrections budgets • N=191	Directors of facilities, local offices, and programs: • Prison & jail wardens • Local probation & parole administrators • Treatment directors • N=1048	Line staff in facilities, offices, and programs: • Correctional staff • Treatment staff • N ~ 3,500

Areas:

Organizational Structure • Distribution of Resources • Profile of Systems	**Communication & Integration** • Systems Coordination • Cohesion of Goals
Agency Goals & Influences • Formal Mission • Operating Priorities • Internal and External Influences	**Organizational Learning** • Current Culture • Climate for Change • Capabilities
Needs Assessment • Treatment Policies & Priority • Factors affecting Delivery	**Nature of Treatment** • Types of Services & Clients • Treatment Capacities