

# Research & Planning

## **Impact Analysis of the Elimination of the Palm Beach Sheriff's Office Substance Abuse Awareness Program (SAAP)**

Prepared for:

**Corrections Task Force/Public Safety Coordinating Council,  
Criminal Justice Commission**



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# Impact Analysis of the Elimination of the Palm Beach Sheriff's Office Substance Abuse Awareness Program (SAAP)

## Report Highlights

- Budget cuts have resulted in the Sheriff's Office determining that it will discontinue the STAR program, effective October 1, 2009.
- The SAAP program reports a 68% success rate.
- The SAAP program reports a 69% rate of no new charges or 31% recidivist rate, which is 20% better than the general county jail inmate population recidivism rate of 51%.
- The total number of participants in the SAAP program annually is approximately 4,600.
- The annual cost to the County for the SAAP program is \$2,643,148.52 (not including PBSO staffing).
- Without the Drug Farm, SAAP program, and the community based treatment services, an additional increase of 128-980 possible inmates into the county jail annually would have an adverse impact on the jail population.
- Impacts on the Criminal Justice System: A loss of services such as assessments could add workload to law enforcement (deputy time and transportation) and delayed court processes. Other significant losses such as the lack of treatment will likely result in cost to victims and their families, or loss/damage to property due to higher recidivism rates.
- At a moderate projection, the county detention facilities would be overcrowded by approximately 275 inmates in the upcoming year.
- While eliminating the SAAP would result in an immediate cost saving of \$2.6 million; there is a real potential of greater costs in the future related to increased recidivism and jail overcrowding.

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## Introduction

The purpose of this analytical report is to provide information on the Palm Beach County Sheriff's Office Substance Abuse Awareness Program (SAAP) in response to the potential elimination of this program in fiscal year 2010. The Palm Beach County Board of County Commissioners requested that the Sheriff's Office identify an additional \$3 million in cuts for the upcoming fiscal year. The Sheriff's Office has determined that it will discontinue SAAP effective October 1, 2009.

Palm Beach County has encountered difficult decisions during the 2010 budget discussions. Many agencies within the county and supported by the county have had to revert back to offering services aligned with their core mission and make cuts to programs that offer services to the citizens at large. The Sheriff's office is no exception. "Confronted with paring about \$3 million from his \$480 million proposal, Sheriff Bradshaw has said the program, founded in the early 1990's and praised by judges and advocates as a major difference-maker, is the only big-ticket item he could part with" (Palm Beach Post, August 19, 2009, Susan Spencer-Wendel and Michael LaForgia).

In light of this emerging dilemma, this report was created through the Criminal Justice Commission (CJC), as an advisory board, to provide the Palm Beach County Corrections Task Force/Public Safety Coordinating Council with information in reference to the SAAP to facilitate a discussion at the September 2, 2009 Corrections Task Force meeting. This report explores the possible unintended consequences if the SAAP is eliminated.

## Method

The information contained in this report was gathered from the Palm Beach County Sheriff's Office Corrections Department and the current SAAP network of providers. Various data in this report were obtained from the report *Palm Beach County Sheriff's Office Corrections Division Outcomes SAAP Annual Report on Program Performance and Outcome* published by the Substance Abuse Planning Group . Research was conducted on national and state programs for this report. Information was also gathered from the Criminal Justice Commission's Research and Planning Unit's *Exploratory Study of the County Jail Population*, (July 16, 2009).

The CJC's Research and Planning Unit welcomes your input, so please do not hesitate to contact us at (561) 355-4943 or [CJCRPU@pbcgov.org](mailto:CJCRPU@pbcgov.org).

## Background

### ***SAAP and Drug Farm Facility Description***

The Substance Abuse Awareness Program (SAAP) provides a continuum of treatment alternatives to traditional incarceration for drug and alcohol addicted offenders at all levels of the criminal justice system. The 1988 Anti-drug Abuse Act made available funds to fight drug related crime. In 1990, the Palm Beach Sheriff's Office (PBSO) applied for and received funding to support the SAAP program through the Anti-drug Abuse Act. At the time, the required match for the grant funds was provided from forfeiture funds held by the PBSO. In addition, the CJC's advisory committee provided, through fund raising efforts, two trailers to accommodate Phase II of the program. In 1991, PBSO obtained support from the Palm Beach County Board of County Commissioners to expand the 20 bed Phase II program to 96 beds. The expansion was made possible by converting an old Sugar Camp barracks, made available through an agreement with the Sugar Cooperative. Conversion and expansion were completed during the first half of FY 91-92. The SAAP program and Drug Farm have been operating since that time with multiple key services (such as Life Skills classes and drug education intervention services) with a current capacity of 114 beds.

## Program Overview

### ***The SAAP Program***

The Substance Abuse Awareness Program is the primary drug and alcohol treatment program at the Palm Beach County jail. SAAP is a system that identifies, assesses and treats individuals who come into contact with the criminal justice system. The program is a working partnership with law enforcement (PBSO), Corrections, State Attorney, Public Defender, Department of Corrections, and the Courts (Judiciary), to treat inmates rather than simply warehouse individuals. The program is designed to help treat one of the root causes of criminal behavior and ultimately reduce the rate of recidivism among this criminal population.

"The primary mission of the SAAP program is to encourage and support the process of recovery from substance abuse. The primary goal of the SAAP program is to reduce recidivism and promote drug free living. The abuse of drugs and alcohol is often at the root of criminal activity affecting the safety and quality of life for citizens of Palm Beach County." (PBSO SAAP Annual Report, Fiscal Year 2007.) More than 4,000 individuals receive services through SAAP annually.

The SAAP program is administered by PBSO by way of a contract with the Drug Abuse Foundation. Services are provided by a network of five primary public Substance Abuse Providers. (CARP, DAF, Pride, DATA, and Drug Testing and Counseling Center.) In the beginning stages of being booked into the jail and before being sentenced, many defendants can receive assessments for drug and alcohol abuse. The SAAP program provides assessment services for individuals and from court orders. SAAP also provides case management services and has an in-court liaison that provides placement assistance for the courts. A Drug Education Dormitory (also known as the Drug Dorm) program is provided to defendants housed in the jail awaiting treatment placement in the community or in the jail.

SAAP offers a number of treatment modalities that takes into consideration the defendant's initial assessment and risk to public safety. Modalities include different facilities with the following:

- Drug Farm (secure facility) treatment
- Residential intensive treatment
- Halfway House, Residential treatment
- Community based outpatient services

SAAP provides the following services in Palm Beach County:

#### *Assessment Services*

Central assessment service for criminal justice involved individuals. Approximately 3,000 clients served annually.

#### *Case Management Services*

Assists criminally and substance involved individuals with treatment placement, liaison with court and criminal justice stakeholders and with other social service needs. Approximately 1,800 clients served annually.

#### *Intervention Services*

Also referred to as the "Drug Education Dormitory" or the "Drug Dorm", this program is provided to individuals with substance abuse problems housed in the jail awaiting treatment placement in the community or in jail. This program provides targeted education, motivation and placement assistance. Approximately 420 clients served annually.

### *General Drug Education*

This program provides general education and awareness to the general population of the jail to make them aware of how drugs may impact their lives and what they can do about it.

### *Outpatient Services*

Community based treatment services for criminally involved individuals who are not deemed to be a risk to public safety. Approximately 405 clients served annually.

### *Intensive Residential Services*

Community based residential treatment services for individuals referred from the Saturday Civil Drug Court and ordered by the felony/circuit or county court from the criminal division. Approximately 350 clients served annually.

### *Residential Halfway House Services*

Community based halfway house residential treatment services primarily for individuals completing the Drug Farm treatment program and who require transitional treatment services prior to returning back to the community. Approximately 175 clients served annually.

### *Drug Farm*

The Drug Farm provides intensive drug treatment within a minimum-security jail setting. Located at the Stockade, this is a unique therapeutic community modeled after a military “boot camp”. It is the only secure treatment program in Palm Beach County. Residents are in the Drug Farm for up to twelve (12) months, depending on individual sentences, and then moved into a four (4) month halfway house, which prepares them to reintegrate back into the community as productive members. Approximately 250 clients served annually.

### *Drug Intervention Dorm*

The Drug Intervention Dorm provides substance abuse education and awareness services on a voluntary basis for inmates housed in Palm Beach County’s detention facilities. The program strives to educate, motivate and refer inmates to a road of recovery from substance abuse addiction. Approximately 420 clients served annually.

### *In-Jail Freelance Drug Education*

(Designated Dormitories)—The In-Jail Freelance Drug Education Program is a voluntary program that provides basic drug education and awareness services to voluntary pretrial individuals within Palm Beach County’s three detention facilities. (These voluntary services are provided for pretrial inmates who are located in the general jail population and in designated dormitories.)

### *Saturday Civil Drug Court*

By way of the Marchman Act, the Saturday Civil Drug Court provides for the involuntary placement of addicted individuals who are unable or unwilling to seek treatment when their addiction creates a danger for themselves or others.

### ***The Drug Farm Program (known as the STAR Program)***

The PBSO Drug Farm provides licensed intensive drug treatment within a minimum-security jail setting. Participants are assigned to a primary therapist. Clinical services are provided by a team of clinicians who implement a comprehensive therapeutic regimen. This unique therapeutic community is strictly managed by military discipline. The program may be implemented over a 12-month period depending on the individual participant. This program is operated in four distinct phases. Phase I consists of a 30 day eligibility screening process coupled with the preparatory drug education intended to ease the transition into the intensive therapy and boot camp environment. Phase II is the actual therapeutic/boot camp program which can last up to twelve months depending on the individual. Phase III consists of up to four months in a residential halfway house. This phase reintegrates those individuals who successfully completed phase II back into the community. Phase IV is the aftercare component where individuals are required to continue with regular AA and NA meetings and partake in the activities of the drug farm alumni association. Both Phase III and IV are supervised by the Department of Corrections Probation and Parole Division.

Participants also receive a wide range of Life Skills classes, including parenting, anger management, domestic violence, living skills, employability skills, etc. The Drug Farm program provides a community-based aftercare component which includes a licensed residential halfway house and outpatient treatment. Program participants are also engaged in community service activities, including assisting with community support during hurricanes, landscaping support, canine companion independence, and horticulture. The following table shows the demographics of the Drug Farm and the SAAP.

### *Demographics*

<b>Drug Farm (STAR Program)</b>	
<b>Rated Capacity</b>	114 beds
<b>Average Daily Drug Farm Population</b>	110 (based on average of Sept. 2008 - July 2009 monthly reported populations)
<b>Average Annual Participants</b>	250
<b>Security/Custody Level</b>	Minimum



<b>Age Range of Offenders</b>	18-60
<b>Number of Full-Time Staff</b>	Palm Beach Sheriff Staff- 13; Drug Abuse Foundation – 10
<b>Visitation</b>	Family visiting is allowed every Saturday from 2:00 p.m.– 4:00 p.m.
<b>SAAP</b>	
<b>Average court referral services per month</b>	173 <i>(estimate based on 3<sup>rd</sup> quarter 2009 SAAP report)</i>
<b>Average court services completed per month</b>	125 <i>(estimate based on 3<sup>rd</sup> quarter 2009 SAAP report)</i>
<b>Average court services assessments completed per month</b>	162 <i>(estimate based on 3<sup>rd</sup> quarter 2009 SAAP report)</i>
<b>Numbers Served</b>	From 2005 – 2008, 4,112 cases were admitted to treatment and 3,846 cases were discharged from treatment
<b>Clinical Profile</b>	Forty-five percent (45%) of individuals served reported cocaine as the primary drug used, followed by alcohol and marijuana. Forty-eight percent (48%) of individuals served reported their first drug use occurred between the ages of 5 and 16.

### *Success rates*

The SAAP program reports a 68% success rate and notes that successful completion is a critical indicator pointing to the promise of diversion from criminal activity through recovery and a 69% rate of no new charges or 31% recidivist rate.

### *Compliance*

Compliance reports completed in 2005 and 2008 by the Commission on Accreditation for Corrections, Standards Compliance Reaccreditation Audit indicated a 100% compliance rate on mandatory and non-mandatory standards of the Drug Farm. The Palm Beach County Sheriff recently received notice that the STAR program was awarded National Accreditation by the American Correctional Association in August 2009.

## Costs

### Annual Costs:

#### Sheriff's Office SAAP Program Staffing

If the SAAP program is eliminated, PBSO staffing would be absorbed elsewhere within the agency, therefore this cost is not included in this analysis.

#### Drug Abuse Foundation Contractual

Services\* FY08/09 \$2,502,221.52 (\*based on the FY 08/09 pricing estimate, attachment 1)

R-Sat Grant Match \$73,615.00

*(R-Sat- Residential Substance Abuse Treatment under the Anti-Drug Abuse Act)*

Operating Expenses \$67,312.00

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**TOTAL \$2,643,148.52**

## Cost Benefits Analysis

Cost and economic benefit play an important role in evaluating existing substance abuse treatment programs. The SAAP, including Drug Farm, has a 31% recidivism rate, while the general jail population has a recidivism rate of 51% (including the Drug Farm). The overall average length of stay for admissions is 18 days and the average length of stay for only sentenced admissions is 81 days (based on length of stay in 2008).

Based on the above figures, we can explore several scenarios to offer a range of cost implications if the Drug Farm and the SAAP are dismantled. Without the SAAP in place, the following approximate predictions can be made:

### Scenarios

1. Of the 250 annual drug farm participants, these 250 individuals would remain in the county jail in secure custody on their sentenced charges. While there would be no significant change in cost to house the 250 inmates, there would likely be an increased number of recidivists. The average recidivist rate for the general population is 51% while the average recidivist rate of those in the drug farm is 31%, therefore we can reasonably assume that the 250 inmates would exhibit a recidivism rate of 51% as they are no longer

receiving treatment. For the sentenced population, the average length of stay is 81 days; therefore the average additional costs to house these 128 defendants ( $250 \times 51\% = 128$ ) at a rate of \$123 per day would be \$1,275,264.00 annually.

Additionally, approximately 930 defendants are ordered to community based treatment services outside of the jail annually:

2. If 25% of this population could not be housed through community treatment options, there could be a potential increase in the jail population of 232 persons per year without the community based treatment services through SAAP. At a rate of \$123 per day, and for an average of 18 days in custody, this would cost \$2,214 per person for a total annual impact of \$513,648.00 in jail costs.
3. If half of this population (50%) could not be housed through community treatment, there could be a potential increase in the jail population of 465 persons per year without the community based treatment services through SAAP. At a rate of \$123 per day, and for an average of 18 days in custody, this would cost \$2,214 per person for a total annual impact of \$1,029,510.00 in jail costs.
4. If three quarters of this population (75%) could not be housed through community treatment, there could be a potential increase in the jail population of 698 persons per year without the community based treatment services through SAAP. At a rate of \$123 per day, and for an average of 18 days in custody, this would cost \$2,214 per person for a total annual impact of \$1,545,372.00 in jail costs.
5. If this total population could not be housed through community treatment, there could be a potential increase in the jail population of 930 persons per year without the community based treatment services through SAAP. At a rate of \$123 per day, and for an average of 18 days in custody, this would cost \$2,214 per person for a total annual impact of \$2,059,020.00

Overall impact:

- There could be a potential increase in the jail population of 128-980 persons per year without the SAAP program based upon recidivism rates and the elimination of the program.
- The 3,000 annual assessments performed each year will have to be addressed. This can have a great impact on the courts, as timely assessments

aid judicial case processing. In addition, if the assessments are to be completed at a different location, transportation costs will be incurred as approximately 50 assessments are performed each week.

The annual cost to the County for the SAAP program is \$2,643,148.52. The jail population in 2009 has been lower than in the past 3 years and is currently at an average daily population of 2,760. There is a bed capacity in the county for 3,196 jail beds. Without the Drug Farm, SAAP program and the community based treatment services, an additional increase of 128-980 possible inmates into the county jail annually would have an extreme impact on the jail population. (Additionally, during the jail expansion project, during fiscal year 2010 the county will have a net loss of 188 jail beds).

The closing of the SAAP program can have a significant impact on the jail capacity. The table below displays the current capacity and the projected increased population:

Scenario(s)	Estimated Cost	Current Cost	Estimated Cost Difference	Estimated Jail Impact		
				Annual increase	Current capacity	Amount above current capacity (based on current ADP of 2,760)
<b>1</b>	\$1,275,264.00	\$2,643,148.52	-\$1,367,884.52	+128	3,196	-
<b>1 and 2</b>	\$1,788,912.00	\$2,643,148.52	-\$854,236.52	+360	3,196	-
<b>1 and 3</b>	\$2,304,774.00	\$2,643,148.52	-\$338,374.52	+593	3,196	+157
<b>1 and 4</b>	\$2,820,636.00	\$2,643,148.52	+\$177,487.48	+826	3,196	+390
<b>1 and 5</b>	\$3,334,284.00	\$2,643,148.52	+\$691,135.48	+1,058	3,196	+622

With the elimination of the SAAP program the estimated jail cost is a minimum of \$1,788,912.00 in fiscal year 2010. A midrange, moderate analysis would be that the jail cost would be between \$2,304,774.00 to \$2,820,636.00 and a potential increase in jail cost at a maximum estimate of over \$3.3+ million annually. As noted above, this does not include the unknown cost associated with assessments such as the added workload to law

enforcement (deputy time and transportation) and delayed court processes. Other cost to victims and their families, or loss/damage to property are also not included in this report. Lastly, perhaps of greatest concern to the Corrections Task Force, is the potential for “overcrowding” which may be likely if scenarios 2 to 5 are realized. At the moderate projection, the county detention facilities would **be overcrowded by approximately 275 inmates** in the upcoming year. While eliminating the SAAP would result in an immediate cost saving of \$2.6 million; there is a real potential of greater costs in the future related to increased recidivism and jail overcrowding.

**Attachment 1**  
**(Drug Abuse Foundation Contractual Services, FY 08/09)**

<b>*Contractual Services Include:</b>	<b><u>Total Price</u></b>	<b><u>Clients served</u></b>	<b><u>Total units</u></b>	<b><u>Rate</u></b>
Assessment services	\$203,623.20	2,700	3,960	\$51.42
Freelance In-Jail Drug Education	\$39,670.56	1,296	1,296	\$30.61
Drug Testing	\$65,755.20	650	3,360	\$19.57
Drug Intervention Services	\$119,009.28	450	14,304	\$8.32
Case Management Services	\$182,913.50	2,700	4,751	\$38.50
SAAP Regular Outpatient	\$81,207.60	230	1,416	\$57.35
SAAP Regular Outpatient (group)	\$54,824.32	230	5,039	\$10.88
Day/Night Treatment Drug Farm	\$734,460.48	180	24,336	\$30.18
Intensive Residential Treatment-level 2	\$666,490.00	160	14,600	\$45.65
Saturday Court Bed Reservation	\$3,234.28	108 (days)	108	\$29.95
Residential Halfway House-level 3	\$351,033.10	111	9,490	\$36.99
<b>Total</b>	<b>\$2,502,221.52</b>			

*(Community Based Drug Education is provided but paid for by client at \$14.14 per hour)*