



**The Nelson A. Rockefeller Center at Dartmouth College**  
*The Center for Public Policy and the Social Sciences*

## **Policy Research Shop**

---

### **Grafton County Correctional Facility**

---

#### *An Analysis of Rehabilitation Program Options for the New Grafton County Jail*

#### **Presented to the Grafton County Commission**

Michael Cryans, Commissioner and Chair

Omer Ahern, Jr., Commissioner

Ray Burton, Commissioner

PRS Policy Brief 1112-16

June 4, 2012

Prepared by:

Grace Hart '14

Kali Montecalvo '14

Roanna Wang '14

*This report was written by undergraduate students at Dartmouth College under the direction of professors in the Rockefeller Center. The Policy Research Shop is supported by a grant from the Fund for the Improvement of Postsecondary Education (FIPSE). The PRS reports were developed under FIPSE grant P116B100070 from the U.S. Department of Education. However, the contents of the PRS reports do not necessarily represent the policy of the U.S. Department of Education, and you should not assume endorsement by the Federal Government.*



*Contact*

Nelson A. Rockefeller Center, 6082 Rockefeller Hall, Dartmouth College, Hanover, NH 03755  
<http://rockefeller.dartmouth.edu/shop/> • Email: [Ronald.G.Shaiko@Dartmouth.edu](mailto:Ronald.G.Shaiko@Dartmouth.edu)



TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>1. INTRODUCTION</b>	<b>1</b>
<i>1.1 Education and Vocational Training</i>	<i>1</i>
<i>1.2 Mental Health</i>	<i>2</i>
<i>1.3 Sexual Abuse</i>	<i>2</i>
<i>1.4 Substance Abuse</i>	<i>2</i>
<i>1.5 Violent Offender</i>	<i>3</i>
<b>2. CURRENT PROGRAMS IN GRAFTON COUNTY</b>	<b>3</b>
<b>3. PROGRAMS IN OTHER STATES</b>	<b>4</b>
3.1 IN NEW YORK	4
3.1.1 Cayuga County	4
3.1.2 Chenango County	5
3.1.3 Niagara County	6
3.1.4 Seneca County	7
3.1.5 Yates County	8
3.2 IN MAINE	9
3.2.1 Aroostook County	9
3.2.2 Kennebec County	9
3.2.3 Piscataquis County	11
3.3 IN VERMONT	11
3.3.1 VTPSA	12
3.3.2 Cognitive Self Change Program	12
3.3.3 The Vermont Domestic Abuse Program	12
3.3.4 The Substance Abuse Programs	13
3.3.5 The Community High School of Vermont	13
3.3.6 Offender Work Programs	14
<b>4. RECOMMENDATIONS FOR GRAFTON COUNTY</b>	<b>14</b>
<b>5. CONCLUSION</b>	<b>15</b>



## **EXECUTIVE SUMMARY**

For the past few decades, the Grafton County Jail has had four types of rehabilitation programs: substance abuse programs, a GED program, a community work program, and a ‘threshold and decision-making program.’ This report examines correctional facility programs in other rural counties for possible alternatives and additional programs Grafton County can operate to reduce recidivism rates. The methodology for data collection was interviewing county jail and program administrators, with supplementary information from research reports. The report begins with an overview of common prison programs found throughout the nation, and their efficacy in reducing recidivism rates. The following sections describe the programs operated in upstate New York, Maine, and Vermont, before launching into recommendations for Grafton County. The report also includes various considerations Grafton County should take into account, given the variance in funding, management, and resources among the different counties.

### **1. INTRODUCTION**

#### *1.1 Education and Vocational Training*

The United States prison population as a whole is significantly less educated than the general population, and inmates across the country have lower literacy rates and are less likely to have received a high school diploma or GED certificate.<sup>1</sup> Prisons at the national, state and local levels typically provide GED programs, vocational training and life skills programs.<sup>2</sup> Vocational training programs focus on both general employment skills and skills for specific jobs/industries, while life skills programs work to provide skills such as goal-setting, decision-making, anger management, and financial responsibility.<sup>3</sup>

Even though 98 percent of federal prisons offered a range of programs including basic education, secondary education, postsecondary education, special education, vocational training, and life skills programs, state prisons are less likely to include the full range of programs; 84 percent provide some type of correctional education program, but state prisons are less likely to offer postsecondary education and special education.<sup>4</sup> Even fewer local jails provide educational programs, which may be a reflection of their limited budgets and the short and unpredictable sentences local prison inmates receive.<sup>5</sup> A 1999 study found that only 60 percent of local jails offer educational programs, and the most common programs offered were basic education, secondary education and life skills programs. Of the local jails surveyed, only three percent of local jails offered postsecondary education and six percent offered life vocational training.<sup>6</sup>

A number of studies, however, have shown the effectiveness of prison education programs. Research has long demonstrated that education during incarceration lowers



recidivism rates and increases the likelihood that inmates will find employment after being released.<sup>7</sup> Scholars believe that education improves cognitive and decision-making abilities, enhance pro-social attitudes, and improve self-esteem, all of which improve behavior in prison and reduce the likelihood of re-offending.<sup>8</sup> Furthermore, completing education programs in prison helps released inmates find a job, and employment has been shown to reduce recidivism.<sup>9</sup>

### *1.2 Mental Health*

Mental Health programs in jails are extremely important, as the number of incarcerated adults with mental illnesses has been increasing since the early 1990s<sup>10</sup>. The Bureau of Justice Statistics reported in 1999 that more than 16 percent of state prison inmates suffer from mental illness or have been admitted overnight in a mental hospital<sup>11</sup>. In addition, other studies have found that “8 to 19 percent of prisoners have significant psychiatric or functional disabilities and an additional 15 to 20 percent of inmates will require some form of psychiatric intervention during their incarceration...8 to 12 percent of inmates at any given time suffer from a serious mental disorder, such as schizophrenia, bipolar disorder, and major depression...[and] The rate of serious mental illnesses among prisoners is three to five times the rate found in the community”.<sup>12</sup> Having mental health programs in jails is essential to the attempted recovery and rehabilitation of these inmates.

### *1.3 Sexual Abuse*

Sexual abuse programs are most often found in state prisons, or in county jails that operate under an integrated correctional system, such as Vermont. The literature on sexual abuse programs show they have a positive treatment effect in curtailing future criminal activity. Prison-based treatment programs are judged to be promising, but there have not been enough detailed studies about the impact on recidivism rates.<sup>13</sup>

### *1.4 Substance Abuse*

Substance Abuse programs have been adopted in most county jails, as they have been proven to be an effective way to reduce recidivism rates, helping to keep the released prisoners employed and off of drugs. Various studies, including research published by psychologist Dr. Harry K. Wexler and research scientist Dr. Harry K. Wexler found that “prison-based substance abuse is effective – if combined with aftercare – and leads to major reductions in recidivism”<sup>14</sup>. In addition, these substance abuse programs have been analyzed rigorously by both the Bureau of Prisons and the National Institute on Drug Abuse, finding that “these programs make a significant positive difference in the lives of inmates following their release from prison, as they are substantially less likely to use



drugs or to be rearrested, compared to other inmates who did not participate in the treatment programs.”<sup>15</sup>

### *1.5 Violent Offender*

Various treatment programs for violent offenders have been in existence since the 1970’s. As of 2008, 45 states have legislative statutes mandating the use of batterer interventions with specific standards. Over the past several decades, many studies have studied the outcome of these programs on recidivism rates. The general consensus is that there is a 5percent success rate of participating in the program versus just being arrested, protecting as many as 42,000 victims a year. However, there are limitations in implementing and running such programs, such as drop-out rates, finding qualified people to run the program, and the inefficiency of a “one size fits all” approach to violent offender treatment.<sup>16</sup>

## **2. CURRENT PROGRAMS IN GRAFTON COUNTY**

According to Superintendent Glenn Libby, Grafton County jail currently has four types of rehabilitation programs: substance abuse programs, a GED program, a community work program, and a ‘threshold and decision-making program.’ Libby commented that all four programs had been in place since he began working at the jail thirteen years ago, but he was unsure exactly when they were started.<sup>17</sup>

The jail’s substance abuse programs focus on helping inmates overcome issues of substance abuse. Libby commented that these programs average about 90 inmates; these programs serve about 30 inmates on a monthly basis with about 50 on the waiting list. The GED program seeks to help inmates obtain their GED, and over 140 inmates have received their diplomas in the past couple years. Libby commented that at any given time, there were usually about a dozen inmates working toward their GED. The community work program sends inmates with supervision into the community to perform uncompensated community service. While there is no strict schedule dictating when inmates perform this service, Libby commented that the inmates complete 3,000 work hours each calendar year. The threshold and decision-making program is an eight-week decision-making course in which each inmate is partnered with a retired senior mentor. The program includes individual and group components and concludes with a graduation ceremony.<sup>18</sup>

Libby believes these programs have helped to lower recidivism rates. While the overall inmate population of the jail has a recidivism rate of about 45 percent, community program participants have a recidivism rate of about 25 percent and GED graduates have a rate of approximately 15 percent. Libby commented that it was tough to gauge how the



substance abuse programs affected recidivism and did not have any figures for the community work programs.<sup>19</sup>

### **3. PROGRAMS IN OTHER STATES**

#### *3.1 In New York*

New York State contains both a state prison system, with state-owned and operated facilities, as well as a county correctional system, with county-owned facilities. Even though the state Department of Corrections does not run the county facilities, the New York State Commissioner of Corrections contains the Citizen's Policy and Complaint Review Council, which is involved in oversight of local correctional facilities.<sup>20</sup>

New York State Corrections Law stipulates that all inmates under 21 years of age who have not received a high school diploma are entitled to receive the education services available to youth in the school district where the county jail is located.<sup>21</sup> The state Corrections Law further stipulates that each facility must have a designated classroom space, an instructor trained to teach in a correctional setting, and provide at least three hours of instructional time each day for each student.<sup>22</sup>

County correctional facilities are also required to provide mental health services to inmates.<sup>23</sup> Since 1984, the New York State Office of Mental Health has partnered with local correctional facilities to implement the Forensic Suicide Prevention Crisis Service Project, which has effectively reduced the number of suicides in county jails.<sup>24</sup> The program involves screening for suicide risk, mental health observation and treatment, crisis intervention, and staff training.<sup>25</sup> Each county facility, however, has different policies and procedures to perform mental health screenings and evaluations.<sup>26</sup> The New York State Department of Correctional Services also operates the Central New York Psychiatric Center, which is located in Marcy, NY. Even though the center is a state facility, all county jail inmates requiring psychiatric hospitalization are sent to the facility.<sup>27</sup> Furthermore, twenty-five counties send pre-trial detainees requiring psychiatric hospitalization to the Central New York Psychiatric Center.<sup>28</sup>

##### *3.1.1 Cayuga County*

Cayuga County is located in central New York, and has a population of 80,026 (2010 estimate).<sup>29</sup> The median household income is \$48,415 and 12.1 percent of the population lives below the poverty line.<sup>30</sup> The Cayuga County Jail houses 175 adult inmates and 25 youth.<sup>31</sup>



According to Captain Mack, the Cayuga County Jail Administrator, the county jail offers substance abuse programs, an educational program, mental health services, and an inmate work group program. These programs are volunteer-based and meet on a weekly basis. Mack did not believe these programs had had a significant effect on recidivism rates; he instead focused on running a highly disciplined and regimented facility to deter inmates from returning.

The jail's substance abuse programs include Narcotics Anonymous (NA), Alcoholics Anonymous (AA), and Confidential Help for Alcohol and Drugs (C.H.A.D.). Mack did not report significant wait times for AA, NA, and C.H.A.D. in the county jail. Mack also commented that the NA and AA programs have existed only intermittently during his twenty-two year tenure at the facility. C.H.A.D. is a non-profit organization that operates in Cayuga and Auburn counties and the surrounding area. C.H.A.D. receives funding from the New York State Office of Alcoholism and Substance Abuse (OASAS), the New York State Office of Children and Family Services, United Way of Cayuga County, and Cayuga County STOP-DWI Program.<sup>32</sup> The organization provides the Cayuga County Jail with a counselor that works with inmates suffering from substance abuse problems.<sup>33</sup> The counselor also works with local attorneys and judges to obtain intakes and referrals to help place inmates in the appropriate inpatient services.<sup>34</sup> In addition to providing services within the jail, C.H.A.D. also works with local attorneys, judges, and family members to provide basic assessment and screening services to facilitate referrals to outpatient programs.<sup>35</sup>

Mack commented that the jail has been implemented an educational program since he started working there twenty-two years ago. According to the New York Association of Incarcerated Education Programs, Inc., the jail's program includes a director and a teacher who offer educational programming for adult and youth inmates focusing on GED and high school diplomas as well as helping them transition back into the community.<sup>36</sup> About fifteen years ago, the facility created an inmate work group program, in which inmates learned vocational skills, such as landscaping. Mack believed that learning a trade had had a positive effect on inmates by teaching them to work with others and helping them transition into the community.

### *3.1.2 Chenango County*

Chenango County is located in central New York, and has a population of 50,477 (2010 estimate).<sup>37</sup> The county correctional facility, the Chenango County Jail, has a maximum capacity of 133 inmates.

The jail has an Alcoholics Anonymous program that is run by volunteers and meets weekly. According to Sergeant Craig Hackett, the program usually has between seven





and ten inmates, and the program has been operating in the jail for about five years. The jail also has mental health counselors come in twice a week to offer counseling through the Chenango County's mental health program. According to Hackett, the jail also used to have an anger management program until about three years ago but the program was discontinued due to funding and other considerations.

The jail also has an education program to help inmates obtain their GED certificates. Teachers from the Norwich School District come to the facility and teach juvenile and adult classes five days each week.<sup>38</sup> Each class meets for two and a half hours every day, and the program includes homework assignments, essays and exams.<sup>39</sup> The GED course usually has between two and ten inmates participating, and Timothy Wennrich, one of the Norwich School District teachers that works at the jail, estimated that 80 to 85 percent of participants succeed in obtaining their GED certificate.<sup>40</sup> Hackett believed that the GED program was particularly effective in lowering recidivism, but did not have the specific recidivism rate for program participants.

The facility also offers lifestyle education programs, such as an Occupational Health and Safety Administration (OSHA) course. The OSHA course is a 10-hour course that is offered six times each year to instruct inmates in safety awareness and hazard training.<sup>41</sup> Inmates who complete the course receive a certificate, which often helps them find employment after leaving the jail, and each course usually has about ten participants.<sup>42</sup> In addition to the GED program and the OSHA course, the facility offers an Inmate Transition Program to provide inmates with life skills to help them transition back into the community. According to Wennrich, the program "brings in educators and professionals from various agencies to teach life skills such as parenting, relationships, preparing for employment and how to make positive life changes".<sup>43</sup> The program includes speakers from BOCES, Planned Parenthood and the Mothers and Babies Perinatal Network.<sup>44</sup>

### *3.1.3 Niagara County*

Niagara County is located in western New York, and has a population of 216,469 (2010 estimate).<sup>45</sup> The median household income is \$45,964, and 12.8 percent of the population lives below the poverty line. The Niagara County Jail has a maximum capacity of 499 inmates, and currently houses 456 inmates.<sup>46</sup> According to Niagara County Chief Jail Administrator Kevin Smith, about twenty-five to thirty percent of the jail's inmates are federal inmates who do not participate in many of the county jail's rehabilitation programs.

The county jail currently has a number of substance abuse programs, including Alcoholics Anonymous and Narcotics Anonymous. In addition, the jail works with





Northpointe Council, Inc., a non-profit human services organization that provides education, counseling and treatment to individuals, families, and schools in Niagara County.<sup>47</sup> Northpointe provides individual and group counseling sessions within the jail and also facilitates inmate transfers to local rehabilitation centers.<sup>48</sup> According to Jim Colton, the Programs Officer at the Niagara County Jail, the council holds group sessions once a week, and there are currently ten female inmates in the women's group and two men's groups with twenty to twenty-five inmates participating in each group. Colton notes, however, that there are waiting times for this program, and the demand currently exceeds the program's capacity. The jail also runs a Treatment Alternatives to Street Crimes Program (TASC), which is a diversion program for non-state sentenced inmates with a history of substance abuse. TASC is a federally funded program that has existed for more than thirty years, and works to place inmates with substance abuse problems into supervised treatment programs rather than the criminal justice system.<sup>49</sup>

The facility also runs state-mandated education program to help inmates obtain their GED certificate. Enrollment in the program is mandatory for inmates ages 16-21, but adult offenders are encouraged to participate depending on available space.<sup>50</sup> The Lockport City School District provides teachers for the program, and classes are held five days each week throughout the school year and three days a week during the summer.<sup>51</sup> According to Colton, there are usually around forty students in the program each day.

The county jail also has a full-time mental health nurse and psychiatrist on staff to provide mental health services for inmates. In addition, Family and Children's services of Niagara County runs group sessions for male inmates focusing on anger management and issues of domestic violence.<sup>52</sup> Other inmate services include Journey to Wholeness, a religious group for female inmates, and Lessons of Life, a religious group for male and female inmates. Planned Parenthood also administers a Life Management program to promote life skills among male and female inmates. According to Smith, the facility is working on developing vocational training programs, such as instruction in vegetable farming, but does not currently have any programs.

### *3.1.4 Seneca County*

Seneca County is located in the western region of the state, and has a population of 35,251. According to the 2010 census, the median household income is \$46,707 and 13.9percent of the county's population is below the poverty line.<sup>53</sup> The Seneca County Jail has a maximum capacity of 116, and currently houses 61 inmates.<sup>54</sup>

According to Captain Roger Ward, the Seneca County Jail Administrator, the facility's only substance abuse program is AA. The program is run by volunteers who hold



meetings once a week at the jail. According to Ward, the program has been in operation throughout his twenty-six year tenure at the facility.<sup>55</sup>

The jail also operates a GED program, and all youthful offenders are required to participate in the program. The program meets regularly during the school year and throughout the summer. The program's primary focus is for minors, but older offenders are able to participate if there is extra space in the classroom. The GED program is run through the Boards of Cooperative Educational Services of New York State (BOCES). According to Ward, the facility currently does not have any vocational training programs.<sup>56</sup>

### *3.15 Yates County*

Yates County is in the western region of New York, and according to the 2010 census, has a population of 25,348. The median household income is \$46,822 and 14.7 percent live below the poverty line.<sup>57</sup> The Yates County Jail has a maximum capacity of 65 inmates and the facility is currently full.

According to Lieutenant Clay Rugar, the Yates County Jail Administrator, the jail offers a number of substance abuse programs, including weekly AA meetings, drug and alcohol counseling, and a drug court program. The AA program has been in place for the past five to seven years, and usually includes between ten and fifteen inmates. For the past fifteen years, the facility also employed a drug and alcohol counselor to meet with inmates weekly. The drug court program is a diversion program for those arrested for drug crimes as well as non-violent crimes related to drug and alcohol use. To participate in the program, offenders must plead guilty, attend weekly meetings, and complete regular assignments. The program creates individualized treatment plans, and some participants attend residential programs outside the jail. According to Rugar, if participants stay clean for an entire year, then their charges are cleared. Many in the program are not admitted to the jail and instead complete their treatment plans in the community. Rugar believed there were usually around twenty participants in the program, but only two or three of these participants are inmates in the county jail.

The facility's education programming is limited to the GED program. The program focuses on youthful offenders, but adults are allowed to participate if space permits. The jail also employs a mental health counselor who comes in twice a week to provide counseling.



### *3.2 In Maine*

With a population (2010): 1,328,361 and a geographical area of 30,842.92, Maine is divided into 16 counties in the state of Maine.<sup>58</sup> Across the state, Maine has 13 county jails, the Coastal Regional Reentry Center, and Two Bridges Regional Jail (serves both Lincoln and Sagadahoc counties), which means Maine has 15 jails in total, but some of which, like Oxford and Franklin County Jails, are 72 hour holding facilities.<sup>59</sup>

#### *3.2.1 Aroostook County*

With a population of 71,870 people in 2010, Aroostook County is the sixth most populated county in Maine.<sup>60</sup> The northern most county in the state, Aroostook County has a geographical area of 6,671.33 square miles and has about 10.8 people per square mile.<sup>61</sup>

Aroostook County jail offers the opportunity to get a GED and/or a high school diploma. They do not have any other rehabilitation programs because there is not enough money in their budget, but would like to have other programs. On average, there are about six to eight people participating in the GED program at a time out of an overall prison population of around 70 people.<sup>62</sup>

Overall, the GED program is not an especially popular program because all of the participants are self-selecting. Only the ones who want to improve themselves and attempt to get a better position will participate. The participation rate is dependent on people wanting to do better, thus there is not a very high demand for these programs. Generally, James Foss would recommend a GED program, however does not know how effective it has been, especially in regard to recidivism rates.<sup>63</sup>

#### *3.2.2 Kennebec County*

With an area of around 868 square miles, Kennebec County is the tenth largest county in Maine.<sup>64</sup> In 2010 Kennebec County had a population of 122,151 people, making it the third most populated county in Maine.<sup>65</sup> There are about 141 people per square mile, which is largely attributed to Augusta-Waterville, ME, which is a Micropolitan Statistical Area.<sup>66</sup>

There are 2 rehabilitation programs currently running in the Kennebec County jail, and one program that is going to be implemented in the next couple of months. Overall, Kennebec County has about 150 beds and is normally filled to capacity. In addition, since the rehabilitation programs are very popular, they also take candidates for these programs from other counties. Since they are open statewide, Kennebec County Jail has received



participants for the CARA program from 11 different counties, and currently the veterans program has participants from two or three counties. In addition, sometimes state prisoners will come to participate in the CARA program, as it has proven to be so successful.<sup>67</sup>

The first program is a substance abuse block, called the Criminogenic Addiction and Recovery Academy (CARA). This 5.5 week program where people with problems of heavy substance abuse and high risk of continuation are placed in a segregated prison block away from the general population and have intense programming having to do with substance abuse, life skills, job training, and identifying risks and how they got where they are today. Most successful programs also includes the people placed in the other two programs released upon the completion of their program, and they never go back into the general population. The CARA program running in 5.5-week blocks, with two programs always running simultaneously. Throughout the 1.5 years of the program, CARA has graduated 160 people. Overall, CARA is considered their most successful program. The participants really appreciate the program; they have great feedback and testimonies from former participants. In addition, they also have a group of successful CARA alumni return to jail in order to work with and talk to CARA's current participants and work with them when they get out of jail. Another great aspect of this program is that there is a second aspect to it that commences when they are released from jail: there is a 5 week re-entry program, where they meet with a case worker and are essentially on house arrest. This structured reentry program is very effective in keeping the participants on track. Overall, Alan Smith could not give me exact numbers, but provided these base numbers for the effectiveness of the program. Overall, new charges from CARA alumni is around 18 percent and parole violations are around 40 percent, both of which are a lot better than the numbers for the general population.<sup>68</sup>

The second program that Kennebec County jail has is the veterans' block. This is another segregated block away from the general population which has therapeutic programming geared towards veterans associated with their military service and dealing with issues of how to get reentry. This program works with TOGAS in the state. Currently, there are 14 members in this program, however the number fluctuates with the number of former veterans who are incarcerated. This is more of a long-term program, as opposed to CARA, and it just stated a couple of months ago.<sup>69</sup>

In addition to these two programs already in effect, Kennebec County jail is seeking to start an educational block, a new program that is to be implemented in the next few months. Whereas the other two programs were geared towards a specific group of people who were pulled from the general population to participate, this program will be open to all. This program will focus on providing the participant with an educational track. There will be a focus on obtaining a GED – they already do programs with obtaining a GED,



but this will be more comprehensive. In particular, it will focus on people that were in school but had to drop out to go to jail and people looking to move into schools.<sup>70</sup>

### *3.2.3 Piscataquis County*

With a population in 2010 of 17,535 people, Piscataquis County is the second largest county geographically in Maine, with an area of 3,960.86 square miles.<sup>71</sup> There are 4.4 people per square mile, making the county quite rural.<sup>72</sup>

The smallest jail left in Maine with an average of 34 inmates, Piscataquis County Jail has 3 different rehabilitation programs: 1) a substance abuse councilor that comes in once a week, 2) an adult education class once a week, and 3) a mental health councilor that comes in once a week. The amount of participants in these programs varies from week to week, though David Harmon thinks that these programs are fairly popular amongst the inmates. However, Mr. Harmon attributes this popularity to just being another way for the inmates to get out of their prison cells. He questions the effectiveness of these programs, saying that he doesn't think that it helps a lot with the majority. He also stated that he is a bit hardened with this regard, have seen members of the same families come in for generations over his 40 years working for the jail and have seen sons, fathers, and grandfathers all come in over the years. He also doesn't know if he would recommend these programs, but stated that they are pretty standard across the county jails in Maine.<sup>73</sup>

### *3.3 In Vermont*

Vermont is one of six states (Connecticut, Rhode Island, Vermont, Delaware, Alaska, and Hawaii) with an integrated correctional system that combines jails and prisons, in which the entire system is operated by the state.<sup>74</sup> The Vermont Department of Corrections (DOC) manages seven correctional facilities, with a corrections population of 2,086 at the end of 2011. An additional 540 prisoners are imprisoned out of state due to cost control and lack of space.<sup>75</sup> Vermont's prison inmate population has grown steadily for the last two decades, with a recent plateau in the past 6-7 years.<sup>2</sup> The Department of Corrections had a FY2011 budget of \$142 million, and it cost on average \$58,074 to house one inmate per year.

In 2011, the Vermont Legislature enacted the War on Recidivism Act, which provided even stronger legislative backing for treatment, rehabilitation, and other prison programs designed to serve as an alternative to incarceration while helping prisoners reintegrate into their communities. These alternative programs try to improve the efficiency of public safety dollars by giving non-violent offenders who pose a low risk to the community a change to be rehabilitated and sentenced without entering the prison system. This allows



Vermont to reduce the overall prison population, and allows more space for the incarceration of violent offenders.<sup>76</sup>

Each offender is given a Level of Service Inventory (LSI) score to determine if they score high enough to be placed in a mandatory program, which include: the Vermont Treatment Program for Sexual Abusers (VTPSA), Cognitive Self Change (for violent offenders), Vermont Domestic Abuse Teams and Programs, and the Substance Abuse Program. Offenders who are under the age of 23 and do not have a high school diploma are required to attend the Community High School of Vermont (CHSVT), which includes a Workforce Development Partnership that acts as a vocational component. The Vermont Offender Work Programs employ qualified and willing offenders whose cases have been adjudicated and who have begun serving their sentences.

### *3.3.1 VTPSA*

The VTPSA consists of three prison-based programs, and a network of 13 community-based sex offender treatment programs offered at the Southern State Correctional Facility in Springfield.<sup>77</sup> Offenders are classified using their LSI score, and then assigned to a level of treatment. In addition to three levels of treatment intensity, there is also a Female Offender Prison Program offered at the Southeast State Correctional Facility in Windsor. A national study showed that the sexual or violent re-offense rate for facility-based sex offender programs is 18 percent for those who have completed the program, 39 percent for those with some treatment, and 48 percent for those without any treatment.<sup>78</sup> For community-based sex offender programs, the rate is 3 percent, 19 percent, and 26 percent, respectively.<sup>79</sup>

### *3.3.2 Cognitive Self Change Program*

The Cognitive Self Change Program is offered at the Northern State Correctional Facility in Newport.<sup>80</sup> The program targets the thinking behind violent behavior, and is divided in to two parts. Phase I is delivered in secure facilities and requires at least 8 months to complete; phase two is delivered in the community and takes 12 months to complete. A study conducted in 1996 showed that the Cognitive Self Change Program reduced recidivism rates by about 20-30 percent.<sup>81</sup>

### *3.3.3 The Vermont Domestic Abuse Program*

The Vermont Domestic Abuse Program is also held at the Northern State Correctional Facility in Newport. There are three tiers of programs for male domestic violence offenders.<sup>82</sup> Batterer intervention programs (BIPs) are provided by independent community organizations for probation-level cases. The Vermont DOC provides the





Intensive Domestic Abuse Program (IDAP) and the Incarcerative Domestic Abuse Program (InDAP). IDAP eligibility is determined by a pre-approved court referral, as well as a screening procedure conducted by the DOC staff. More severe offenders who are ineligible for the IDAP program are required to participate in the InDAP program. Participants of both programs are required to meet in groups two to three times a week for about 2 hours, and must participate between one to two years. After one year, the IDAP and InDAP recidivism rate is 7 percent for completers and 15 percent for non-completers. After two years the rates are 24 percent and 28 percent, and after three years 33 percent and 41 percent, respectively.<sup>2</sup>

#### *3.3.4 The Substance Abuse Programs*

The Substance Abuse Programs have two different components: the Intensive Substance Abuse Program (ISAP) offered at the Southeast State Correctional Facility in Windsor, and the Discovery Program offered at the Caledonia Work Camp in St. Johnsbury.<sup>83</sup> To be eligible for ISAP, offenders must score high enough on the LSI, and be sentenced to about 1-3 years. The program runs for 6 months and meets in groups once a week, with an aftercare element of three months. The Discovery Program is a voluntary outpatient community consisting of individual and group counseling, as well as a work camp component. Participants must have a minimum custody level, non-violent current charge, and be willing to work and make reparation for criminal activity. Residents who complete the program are required to attend ISAP for a minimum of three months for aftercare. Recidivism rates for the FY 2003-2006 cohort after one year is 13 percent for completers and 22 percent for non-completers, after two years 22 percent and 36 percent, and after three years 30 percent and 45 percent, respectively.<sup>2</sup>

#### *3.3.5 The Community High School of Vermont*

The Community High School of Vermont (CHSVT) is an accredited high school that provides education to offenders under the age of 23 without a High School Diploma, who are required to enroll under Vermont State Law.<sup>84</sup> Instruction is provided in each of the Vermont correctional facilities and at local Probation and Parole offices. In 2003, the US Department of Education awarded the Vermont DOC a three-year federal research grant of \$1,000,000 to provide financial assistance to establish a program to reduce recidivism by improving prisoners' life skills. The Vermont program is entitled the Workforce Development Partnership (WDP) and is offered at three state correctional facilities in Windsor, Newport, and St. Albans. The WDP offers certification in Culinary (ServSafe), Welding, Transportation, and Gardening.<sup>2</sup> In FY2011, CHSVT awarded 107 diplomas, 1599 coursework credits, and 410 industry certificates.<sup>2</sup>



The WDP accumulated three years of research showed that participants are both significantly less likely to return to prison, as well as more likely to acquire and retain employment.<sup>85</sup> Of the male participants, 59 percent were reincarcerated within six months (versus 74 percent of the control population). Also, 91 percent found employment within a month (versus 64 percent of the control population) and 95 percent retained employment (versus 86 percent of the control population). For the female participants, 38 percent were reincarcerated within six months (versus 63 percent of the control population). Also, 92 percent found employment within a month (versus 86 percent of the control population) and 92 percent retained employment (versus 75 percent of the control population). Giving young offenders education has been shown as one of the best ways to reduce recidivism rates and integrate them back into the community.

### *3.3.6 Offender Work Programs*

Starting in the 1950s, Vermont began offering Offender Work Programs, which provide inmates the opportunity to learn a trade and develop employment skills through the Vermont Correctional Industries (VCI). VCI operates independently outside of the DOC's General Fund appropriation in three correctional facilities, and is funded by the sale of goods and services. By law, the customer base is limited to government agencies, municipalities, and non-profit organizations.<sup>86</sup> Typically, 120 Vermont inmates are employed by VCI at any given time. At the Northern State Facility in Newport, inmates are trained to make wood furniture and provide a telephone-answering service for the Department of Motor Vehicles. At Northwest State in St. Albans, inmates operate a print shop. Southeast State in Windsor makes license plates, road signs, and other specialized signs and logos.

Inmates who wish to participate in the Work Programs must have had their cases adjudicated and begun serving their sentences. Given those requirements, inmates must also go through an application and job interview process. Gerald Schartner, the VCI Program Manager, says that, "Offenders take pride in the work they do and like to be recognized for their work. Offenders who work for VCI do not have issues with discipline. There are many examples of offenders with prior discipline problems demonstrating for a year and more that they can conform to rules when they have something they don't want to lose. I believe it does have an impact on their mental health because they have accomplishments and they strive to learn in our program."<sup>87</sup>

## **4. RECOMMENDATIONS FOR GRAFTON COUNTY**

Rural county jails in all three states included education programs to help inmates obtain their GED certificates, and some jail administrators have found these programs particularly helpful in reducing recidivism. The Grafton County Jail, however, already



has a substantial GED program that has helped to lowered recidivism, so the study team recommends that the jail maintain its current GED program while improving other types of rehabilitation programs.

A number of rural county jails in New York, Maine and Vermont have also successfully implemented vocational training programs that seem to be effective in reducing recidivism. Programs such as the Vermont Workforce Development Partnership and Chenango County's OSHA certification course are particularly beneficial as they help inmates obtain certifications that can help them find employment. Vocational training programs are also valuable because they boost inmates' sense of self-efficacy and cognitive and decision-making abilities. While jail administrators indicated that vocational training programs are usually not feasible in prisons with small budgets and inmate populations, these programs have been particularly effective in the facilities that have implemented them. The study team would recommend that the Grafton County Jail consider supplementing its existing inmate work program with vocational training or a certification course similar to those offered in Chenango County and the Vermont Work Development Partnership program.

In terms of substance abuse programs, Kennebec County's CARA programs and Vermont's Substance Abuse Program appear to be model programs. These programs have effectively lowered recidivism and helped to keep inmates clean both within the facility and after release. Because the waiting list for the Grafton County Jail's existing substance abuse program is so significant, the facility should consider expanding the size and staff of the current program. In addition, the CARA program and Vermont Substance Abuse Program have demonstrated the importance of continuing treatment. The Grafton County Jail should thus consider expanding the current program to include working with inmates during the re-entry process as well as within the facility.

## **5. CONCLUSION**

There are a wide variety of options to consider while assessing which rehabilitation programs to implement in the new Grafton County Jail. Looking at the rehabilitation programs in a sample of rural jails from the surrounding areas of Vermont, upstate New York, and Maine, this report finds a variety of educational training, vocational training, mental health, substance abuse, sexual abuse, and violent offender programs offered at these facilities. All of the programs listed do have some degree of positive influence on decreasing recidivism rates and increasing the likelihood that an inmate will succeed after release; however, some programs are more effective, and may be more costly, than others. Therefore each jail must prioritize the type of programs to implement, and overall, the most essential programs concern education, mental health, and substance



**The Nelson A. Rockefeller Center at Dartmouth College**

*The Center for Public Policy and the Social Sciences*

abuse. The new Grafton County jail should establish these programs first and then assess its ability to finance more specific programs.



## REFERENCES

- <sup>1</sup> Brazzel, Diana et al. (2009). "From the Classroom to the Community: Exploring the Role of Education During Incarceration and Re-entry." *The Urban Institute: Justice Policy Center*. Retrieved from [www.urban.org/uploadedpdf/411963\\_classroom\\_community.pdf](http://www.urban.org/uploadedpdf/411963_classroom_community.pdf), 6.
- <sup>2</sup> Ibid, 6.
- <sup>3</sup> Ibid, 10
- <sup>4</sup> Ibid, 10-11
- <sup>5</sup> Ibid, 10
- <sup>6</sup> Ibid, 10-11
- <sup>7</sup> Ibid, 16.
- <sup>8</sup> Ibid, 16-17.
- <sup>9</sup> Ibid, 17
- <sup>10</sup> Hills, Holly, Christine Siegfried, and Alan Ickowitz. *Effective Prison Mental Health Services: Guidelines to Expand and Improve Treatment*. U.S. Department of Justice: National Institute of Corrections. May 2004.
- <sup>11</sup> Hills, Holly, Christine Siegfried, and Alan Ickowitz. *Effective Prison Mental Health Services: Guidelines to Expand and Improve Treatment*. U.S. Department of Justice: National Institute of Corrections. May 2004.
- <sup>12</sup> Hills, Holly, Christine Siegfried, and Alan Ickowitz. *Effective Prison Mental Health Services: Guidelines to Expand and Improve Treatment*. U.S. Department of Justice: National Institute of Corrections. May 2004.
- <sup>13</sup> Polizzi, Danielle. "What Works in Adult Sex Offender Treatment? A Review of Prison-and Non-Prison-Based Treatment Programs." *International Journal of Offender Therapy and Comparative Criminology* 43 (1999): 357-74. Print.
- <sup>14</sup> "Inmate Drug Abuse Treatment Slows Prison's Revolving Door." American Psychological Association. 23 March 2004. Web. 24 May 2012. <http://www.apa.org/research/action/aftercare.aspx>
- <sup>15</sup> "Inmate Drug Abuse Treatment Slows Prison's Revolving Door." American Psychological Association. 23 March 2004. Web. 24 May 2012. <http://www.apa.org/research/action/aftercare.aspx>
- <sup>16</sup> *Center For Research on Violence Against Women*. Dec. 2011. Top Ten Series--Batterer Treatment.
- <sup>17</sup> Libby, Glenn. Telephone interview. 1 May 2012.
- <sup>18</sup> Ibid
- <sup>19</sup> Ibid
- <sup>20</sup> "SCOC - Organization and History." *SCOC - Organization and History*. New York State Commission on Correction, 28 Mar. 2011. Web. 28 May 2012. <<http://www.scoc.ny.gov/orghist.htm>>.
- <sup>21</sup> 9 CRR-NY § 7070.1-2 (Westlaw 2012).
- <sup>22</sup> 9 CRR-NY § 7070.4-6 (Westlaw 2012).
- <sup>23</sup> 9 CRR-NY § 7010.2 (Westlaw 2012).
- <sup>24</sup> New York Office of Mental Health. "Providing Mental Health Services in Local Detention/Correctional Facilities." *The Mental Health Resource Handbook*. Web. 28 May 2012. <<http://www.omh.ny.gov/omhweb/forensic/manual/html/chapter2.htm>>.
- <sup>25</sup> Ibid.
- <sup>26</sup> Ibid.
- <sup>27</sup> "Central New York Psychiatric Center." *Central New York Psychiatric Center*. Web. 28 May 2012. <<http://www.omh.ny.gov/omhweb/facilities/cnpc/facility.htm>>.
- <sup>28</sup> Ibid.
- <sup>29</sup> U.S. Census Bureau. Cayuga County, New York. <http://quickfacts.census.gov/qfd/states/36/36011.html>
- <sup>30</sup> Ibid.



- 
- <sup>31</sup> "2011 Annual Report." *2011 Annual Report*. Web. 28 May 2012. <<http://www.nysaiep.org/index.php/about-nysaiep/2011-annual-report>>.
- <sup>32</sup> "CHAD Inc." *CHAD Inc.* Web. 28 May 2012. <<http://www.chadcounseling.org/index.htm>>.
- <sup>33</sup> Ibid.
- <sup>34</sup> Ibid.
- <sup>35</sup> Ibid.
- <sup>36</sup> "2011 Annual Report." *2011 Annual Report*. Web. 28 May 2012. <<http://www.nysaiep.org/index.php/about-nysaiep/2011-annual-report>>.
- <sup>37</sup> U.S. Census Bureau. Chenango County, New York. <http://quickfacts.census.gov/qfd/states/36/36011.html>
- <sup>38</sup> Murphy, Tyler. "Sheriff: Inmates Have a Lot to Learn." *The Evening Sun*. 30 August 2010.
- <sup>39</sup> Ibid.
- <sup>40</sup> Ibid.
- <sup>41</sup> Hackett, Craig. Telephone Interview. 18 May 2012; Murphy.
- <sup>42</sup> Ibid.
- <sup>43</sup> Murphy.
- <sup>44</sup> Ibid.
- <sup>45</sup> U.S. Census Bureau. Niagara County, New York. <http://quickfacts.census.gov/qfd/states/36/36063.html>
- <sup>46</sup> Ibid.
- <sup>47</sup> "Northpointe Council." *Northpointe Council*. Web. 28 May 2012. <<http://www.northpointecouncil.org/>>.
- <sup>48</sup> "Niagara County Sheriff's Office - Jail Inmate Programs." *Niagara County Sheriff's Office - Jail Inmate Programs*. Web. 28 May 2012. <<http://www.niagarasheriff.com/jailInmatePrograms.aspx>>.
- <sup>49</sup> "Curb Crime by Addressing Addiction." *The Atlanta Journal-Constitution*. 14 May 1996.
- <sup>50</sup> Ibid.
- <sup>51</sup> Ibid.
- <sup>52</sup> Ibid.
- <sup>53</sup> U.S. Census Bureau. Seneca County, New York. <http://quickfacts.census.gov/qfd/states/36/36099.html>
- <sup>54</sup> Ward, Roger. Telephone Interview. 17 May 2012.
- <sup>55</sup> Ibid.
- <sup>56</sup> Ibid.
- <sup>57</sup> U.S. Census Bureau. Yates County, New York. <http://quickfacts.census.gov/qfd/states/36/36099.html>
- <sup>58</sup> U.S. Census Bureau. Piscataquis County, Maine. <http://quickfacts.census.gov/qfd/states/23/23021.html>
- <sup>59</sup> Maine County Jails. Maine Department of Corrections. <http://www.maine.gov/corrections/faq/jails.htm>
- <sup>60</sup> U.S. Census Bureau. Aroostook County, Maine. <http://quickfacts.census.gov/qfd/states/23/23003.html>
- <sup>61</sup> U.S. Census Bureau. Aroostook County, Maine. <http://quickfacts.census.gov/qfd/states/23/23003.html>
- <sup>62</sup> Foss, Jim. Telephone interview. 17 May 2012.
- <sup>63</sup> Foss, Jim. Telephone interview. 17 May 2012.
- <sup>64</sup> U.S. Census Bureau. Kennebec County, Maine. <http://quickfacts.census.gov/qfd/states/23/23011.html>
- <sup>65</sup> U.S. Census Bureau. Kennebec County, Maine. <http://quickfacts.census.gov/qfd/states/23/23011.html>
- <sup>66</sup> U.S. Census Bureau. Kennebec County, Maine. <http://quickfacts.census.gov/qfd/states/23/23011.html>
- <sup>67</sup> Smith, Alan. Telephone interview. 17 May 2012.
- <sup>68</sup> Smith, Alan. Telephone interview. 17 May 2012.
- <sup>69</sup> Smith, Alan. Telephone interview. 17 May 2012.
- <sup>70</sup> Smith, Alan. Telephone interview. 17 May 2012.
- <sup>71</sup> U.S. Census Bureau. Piscataquis County, Maine. <http://quickfacts.census.gov/qfd/states/23/23021.html>





- 
- <sup>72</sup> U.S. Census Bureau. Piscataquis County, Maine. <http://quickfacts.census.gov/qfd/states/23/23021.html>
- <sup>73</sup> Harmon, David. Telephone interview. 17 May 2012.
- <sup>74</sup> "Bureau of Justice Statistics." *Bureau of Justice Statistics*. Web. 10 May 2012.
- <sup>75</sup> United States. Vermont Department of Corrections. *Facts and Figures FY 2011*. By Peter Shumlin, Douglas Racine, and Andrew Pallito.
- <sup>76</sup> Dobbs, Taylor. "Vermont's Prison Reforms Tamp Down Incarceration Rates." *Vtdigger*. 25 Apr. 2012. Web. 10 May 2012. <<http://vtdigger.org/2012/04/25/vermonts-prison-reforms-tamp-down-incarceration-rates/>>.
- <sup>77</sup> "Vermont Treatment Program for Sexual Abusers." *Vermont Department of Corrections*. Vermont.gov, 2012. Web. 10 May 2012. <<http://doc.vermont.gov/programs/vtpsa/>>.
- <sup>78</sup> McGrath, R.J., et al (2003). "Outcome of a Treatment Program for Adult Sex Offenders". *Journal of Interpersonal Violence*, Vol 18, No. 1.
- <sup>79</sup> McGrath, R.J., Hoke, S.E., & Vojtisek, J.E. (1998). "Cognitive-behavioral treatment of sex offenders: A treatment comparison and long-term follow-up study". *Criminal Justice and Behavior*, 25, 203-225.
- <sup>80</sup> "Cognitive Self Change." *Vermont Department of Corrections*. Vermont.gov, 2012. Web. 10 May 2012. <<http://doc.vermont.gov/programs/cognitive-self-change-a-program-for-violent-offenders/cognitive-self-change-1/>>.
- <sup>81</sup> Kris Henning, "Cognitive Behavioral Treatment of Incarcerated Offenders," *Criminal Justice and Behavior*, 1996.
- <sup>82</sup> "Vermont Domestic Abuse Teams and Programs." *Vermont Department of Corrections*. Vermont.gov, 2012. Web. 10 May 2012. <<http://doc.vermont.gov/programs/d-viol/>>.
- <sup>83</sup> "Discovery Program." *Vermont Department of Corrections*. Vermont.gov, 2012. Web. 10 May 2012. <<http://doc.vermont.gov/programs/substance-abuse-programs/discovery-program-1/>>.
- <sup>84</sup> "Community High School of Vermont." *What Is CHSVT?* 2012. Web. 10 May 2012. <<http://www.chsvt.org/what.html>>.
- <sup>85</sup> U.S. Department of Education Grant Performance Report (ED 524B) for the Vermont Department of Corrections Life Skills for State and Local Prisoners Programs Grant.
- <sup>86</sup> "Vermont Offender Work Programs." *Vermont Offender Work Programs*. Vermont Department of Corrections, 2012. Web. 10 May 2012. <<http://www.vowp.com/>>.
- <sup>87</sup> Shartner, Gerald. Telephone interview. 3 May 2011.