

State of New York
DEPARTMENT OF CORRECTIONS
AND COMMUNITY SUPERVISION

Building Number 2
Harriman Office Campus
Albany, New York 12226

**The Comprehensive Alcohol and
Substance Abuse Treatment Program
2011**



Andrew M. Cuomo
Governor



Brian Fischer
Commissioner

CASAT PROGRAM

The New York State Department of Corrections and Community Supervision (NYDOCCS) Comprehensive Alcohol and Substance Abuse Treatment (CASAT) program was a creation of the 1989 Prison Omnibus Legislation.¹ This legislation called for the establishment of six 200-bed alcohol and substance abuse treatment annexes at specified locations. Persons successfully completing the six-month long annex phase of treatment (Phase I) would be transferred to a work release facility or an appropriate community based program (Phase II). The law also provided for an aftercare component upon release from the Department while under the supervision of the Division of Parole (Phase III). Appendix A diagrams the movement of the offender through the CASAT program phases.

After briefly summarizing the CASAT program's history since 1990, this report focuses on recent program trends from 1996-2011. For an in-depth description of the CASAT program, please see "*Comprehensive Alcohol and Substance Abuse Treatment Program: 2008*".²

PROGRAM GOALS

The CASAT program, with its mandate to provide a continuum of treatment services, is designed to achieve the following goals:

- To focus facility resources on the needs of offenders with a history of alcohol and substance abuse.
- To better prepare participants for return to their families and communities upon release.
- To reduce drug and alcohol relapse rates and recidivism rates for program participants.
- To ensure appropriate aftercare services in the community.
- To increase coordination among the pertinent State and local agencies, service providers, and community organizations.

¹ The New York State Department of Correctional Services and the New York State Division of Parole were merged through Legislative action on April 1, 2011. The resulting agency is the New York State Department of Corrections and Community Supervision.

² "The Comprehensive Alcohol and Substance Abuse Treatment Program: 2008," New York State Department of Correctional Services, Albany, New York 12226 (2009).

CURRENT PROGRAM ELIGIBILITY

- Documented history of alcohol and/or drug abuse.
- Minimum of 9 months to earliest release at the time of review to allow for sufficient program time, but no more than 24 months to merit eligibility (if, merit eligible) or earliest release date. One exception to this is that drug offenders may enter Phase I at 30 months to earliest release.
- Classified as medium or minimum security.
- Temporary release approvable except for drug offenders sentenced by judges to CASAT treatment (court-mandated CASAT). Court-mandated CASAT offenders not meeting all CASAT program requirements, (particularly temporary release eligibility) are permitted to enter Phase I, but are not allowed to transition to Phase II. This group is referred to as Phase I-only participants. This program modification, implemented in May 2006, permits a larger pool of offenders to receive intensive, residential drug treatment. Court-mandated offenders who meet all established CASAT requirements enter Phase II upon completion of Phase I.

The review for CASAT eligibility and the offender's interest in participating in a treatment program is conducted at reception or later at a general confinement facility between the offender and the offender's correctional counselor. Following this facility level review, information is forwarded to Temporary Release in Central Office for a final review of appropriateness for work release upon completion of CASAT Phase I. Those offenders found to be acceptable for temporary release represent the pool of potential participants for traditional CASAT Phase I and II programs.

PHASE I PARTICIPANT POPULATION: 1990-2005

- New commitments to NYS DOCCS jumped from 4,250 (including 470 offenders committed for drug offenses) in 1970 to a high of 25,155 in 1992 (including 11, 225 drug commitments) (see Appendix B). The CASAT program expanded in the early 1990s to meet the substance abuse treatment needs of these offenders (from 783 Phase I participants on June 30, 1991 to 2,369 Phase I participants on June 30, 1994, see Table 1.1 and Figure 1.1).
- Executive Order #5, issued in 1995, significantly impacted the CASAT program by precluding the participation of violent felony offenders in the Department's Temporary Release program. Further diminishing the pool of eligible offenders was the Sentencing Reform Act (SRA) of 1995, which created the Willard Drug Treatment Campus, designed to divert second felony offenders with substance abuse problems from NYS DOCCS incarceration. As a result of these two legal mandates, the CASAT Phase I program experienced an overall decline in participation from 2,369 on June 30, 1994 to 1,696 participants on June 30, 1996 (see Table 1.1).

- The CASAT Phase I population continued to decline each year until 2003 when CASAT eligibility redefined “earliest release date” from parole eligibility date to merit eligibility date (an offender’s merit eligibility date occurs before their parole eligibility date). This policy change produced a brief upswing in CASAT Phase I participation in 2003 to 992 participants, up from 926 in 2002 (see Table 1.1).

PHASE I PARTICIPANT POPULATION: 2006-2011

- Further declines in CASAT Phase I participation continued until 2006 when the first impact of permitting temporary release ineligible, court-mandated offenders in the CASAT program was observed as the program increased from 467 on June 30, 2005 to 522 participants on June 30, 2006 (see Table 1.1).
- After the introduction of the court-mandated, temporary release ineligible offenders in 2006, Phase I participation rose to over 600 participants in 2007. Phase I participation remained over 600 for the 2007-2009 reporting years and the first half of 2010.
- However, as a consequence of the sweeping Drug Law Reform Act of 2009, the Department began experiencing a contraction in the number of offenders eligible for the CASAT program. Elements of this law encouraged the expansion of Drug Courts and community based substance abuse treatment in order to divert drug offenders from NYS DOCCS incarceration. Since the Sentencing Reform Act (SRA) of 1995, approximately 75% to 85% of CASAT participants have been drug offenders; therefore any decrease in drug offender commitments to NYS DOCCS would reasonably be expected to impact the availability of offenders for the program. The number of drug offenders admitted in 2011 (3,757) was the lowest recorded since the CASAT program started (see Appendix B).
- As a response to the steep decline in Phase I participation, the Department closed Wyoming ASACTC (140 beds) in March 2011 and reduced the program capacity of Taconic ASACTC to 44 treatment beds (from 136 beds) in May 2011 (see Table 1.1 and Table 1.3). Remaining Wyoming CASAT participants were transferred to Arthur Kill and Hale Creek to complete Phase I.
- On June 24, 2011, there were only 299 Phase I participants.
- The number of court-mandated, temporary release ineligible participants is also decreasing. On June 25, 2010, 317 (or 52%) of total Phase I participants (607) were temporary release ineligibles compared with 133 (or 44% of the total Phase I population) temporary release ineligibles on June 24, 2011 (see Table 1.2).

Figure 1.1
CASAT Phase I Participant Snapshot

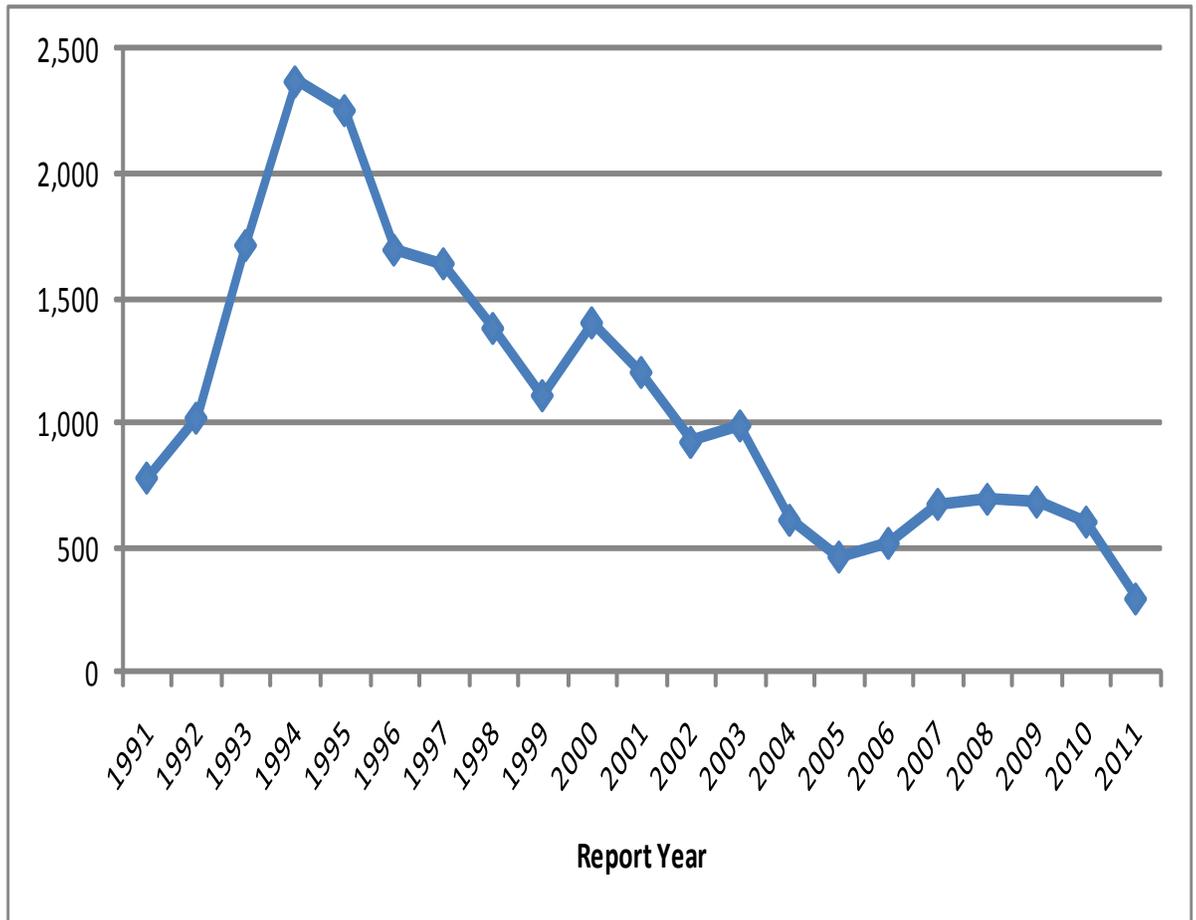


Table 1.1
CASAT Phase I Participants Snapshots
In Annual CASAT Legislative Reports
By Report Year

	1991	1992	1993	1994	1995	1996	1997	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011
Arthurkill	0	216	212	215	216	200	154	145	124	216	153	117	127	35	17	31	39	41	49	43	49
Butler	193	211	199	199	224	163	177	129	112	183	176	60	0	0	0	0	0	0	0	0	0
Cape Vincent	0	0	431	420	452	264	257	155	0	0	0	0	0	0	0	0	0	0	0	0	0
Chateauguay	195	200	197	200	215	192	177	144	99	101	99	45	0	0	0	0	0	0	0	0	0
Hale Creek	199	196	199	198	451	362	375	292	219	325	259	264	416	266	156	362	424	451	448	388	222
Livingston	0	0	0	704	223	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Marcy	196	200	189	199	198	187	193	198	193	200	192	197	192	143	178	0	0	0	0	0	0
Wyoming	0	0	0	0	0	0	0	0	100	101	99	82	90	95	58	60	125	124	126	127	0
Taconic	0	0	287	234	275	328	308	319	266	278	228	161	167	75	58	69	90	82	64	49	28
Total	783	1,023	1,714	2,369	2,254	1,696	1,641	1,382	1,113	1,404	1,206	926	992	614	467	522	678	698	687	607	299

Table 1.2

CAPACITY AND OFFENDER POPULATION CASAT PROGRAMS – AS OF 6/24/11*

ANNEX	Program Start Date	CAPACITY	CASAT PARTICIPANTS		TRADITIONAL CASAT PARTICIPANTS	WORK RELEASE INELIGIBLES
			Total	% of Program Capacity		
Arthur Kill	April 1992	60	49	82%	16	33
Hale Creek	November 1990	480	222	46%	133	89
Taconic	April 1992	44	28	64%	17	11
TOTAL		584	299	51%	166	133

Source: DOCCS UC File

*Some program beds at CASAT facilities are occupied by offenders either waiting to begin Phase I or Phase I completers awaiting transfer to work release or general confinement facilities. These offenders are not included in these figures.

- As of June 24, 2011, 51% of all CASAT program beds were filled with active participants. Arthur Kill was operating at 82% capacity while Hale Creek was at 46% capacity (see Table 1.2).

CASAT PHASE I and PHASE II QUARTERLY TRENDS: 2006-2011

- Focusing on the most recent years of the CASAT program (March 2006 – June 2011), Table 1.3 and Figure 1.2 present quarterly Phase I and Phase II trends. Participation in CASAT Phase I had generally been in decline until May 2006 when the entrance of court-mandated, temporary release ineligible into the program increased Phase I participation numbers.
- The decline in Phase I participation was halted and partially reversed after mid-2006 until mid-2010 when Phase I participation steadily decreased. The proportion of women in Phase I has also fallen. For example in June 2006, women comprised 14% of the Phase I population, 18% in June 2007 and 12% in June 2008. During the last three program years, the proportion of women in Phase I has leveled off, 9% in 2009, 8% in 2010 and 9% in 2011.
- Phase II participation numbers in 2011 (347 in June) fell to program’s lowest levels since the early 1990s.

Figure 1.2

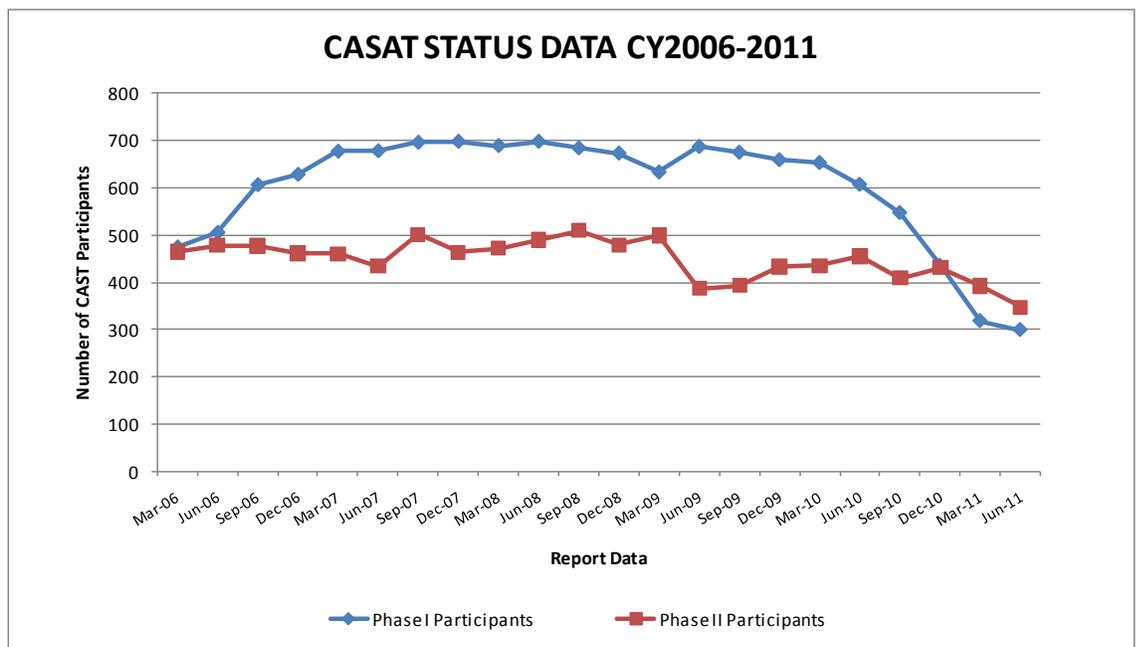


Table 1.3

CASAT Phase I and Phase II Population: Calendar Years 2006-2011

REPORT DATE	TOTAL PHASE I PARTICIPANTS			PHASE II PARTICIPANTS
	Male	Female	Total	Total
2006				
3/3/06	401	73	474	465
6/2/06	431	73	504	478
9/1/06	524	82	606	477
12/1/06	544	84	628	461
2007				
3/26/07	577	100	677	460
6/25/07	588	90	678	434
9/24/07	615	81	696	501
12/24/07	622	76	698	463
2008				
3/28/08	611	78	689	472
6/30/08	616	82	698	490
9/26/08	613	71	684	510
12/29/08	613	60	673	479
2009				
3/27/09	573	60	633	499
6/26/09	623	64	687	387
9/25/09	615	60	675	393
12/23/09	602	57	659	433
2010				
3/26/10	593	60	653	435
6/25/10	558	49	607	455
9/24/10	506	41	547	409
12/31/10	396	39	435	431
2011				
3/25/11	289	29	318	392
6/24/11	271	28	299	347

CASAT PHASE II ----CONTINUING SUBSTANCE ABUSE TREATMENT

- After participating in an intensive, residential, therapeutic community-based substance abuse treatment component in Phase I, CASAT participants eligible to enter Phase II (work release) continue in substance abuse treatment. Men assigned to New York City work release facilities receive treatment services at their facility while women assigned to Bayview receive outpatient treatment services from the Center for Community Alternatives.
- Starting in March 2007, men and women entering CASAT Phase II in upstate work release facilities began receiving treatment services from community outpatient treatment providers. This program is federally funded under a collaborative project with the New York State Office of Alcoholism and Substance Abuse Services. As of June 30, 2011, 54 Phase II participants were attending weekly individual and/or group counseling sessions at eight outpatient treatment providers.

Table 1.4

Outpatient Substance Abuse Service Providers
Upstate CASAT Phase II Participants
June 2011

Service Providers	Client	Assigned Facility	Caseload
Buffalo Area Alcohol Drug Dependency Services	Men	Buffalo	14
Albany Area Twin County Recovery Services	Men	Hudson	14
820 River Street Inc. Satellite Offices Albany	Men & Women	Hudson & Albion	11
Queensbury	Men & Women	Hudson & Albion	0
Rochester Area Genesee Council on Alcoholism and Substance Abuse (GCASA) Satellite Offices Albion	Men & Women	Rochester & Albion	3
Strong Recovery	Men & Women	Rochester & Albion	10
Lower Hudson Valley Area			
Catholic Charities	Men	Fishkill	2
St. John's Riverside	Men	Fishkill	0
St. Francis	Men	Fishkill	0
Total			54

CONCLUSION

In view of the fact that approximately 75% to 85% of the CASAT participants have been drug offenders since the Sentencing Reform Act of 1995, the decline in the number of such offenders committed annually to NYS DOCCS in recent years is reducing the pool of offenders eligible for the CASAT program. In 2006, 36% of all new court commitments were admitted for drug offenses, but by the first half of 2011 that proportion had fallen to 25%. Among women drug offenders the decline was greater. Forty-three percent of all female new court commitments in 2006 were admitted for drug offenses versus 26% in 2011, representing a 17% decline for this time period (see Table 1.5).

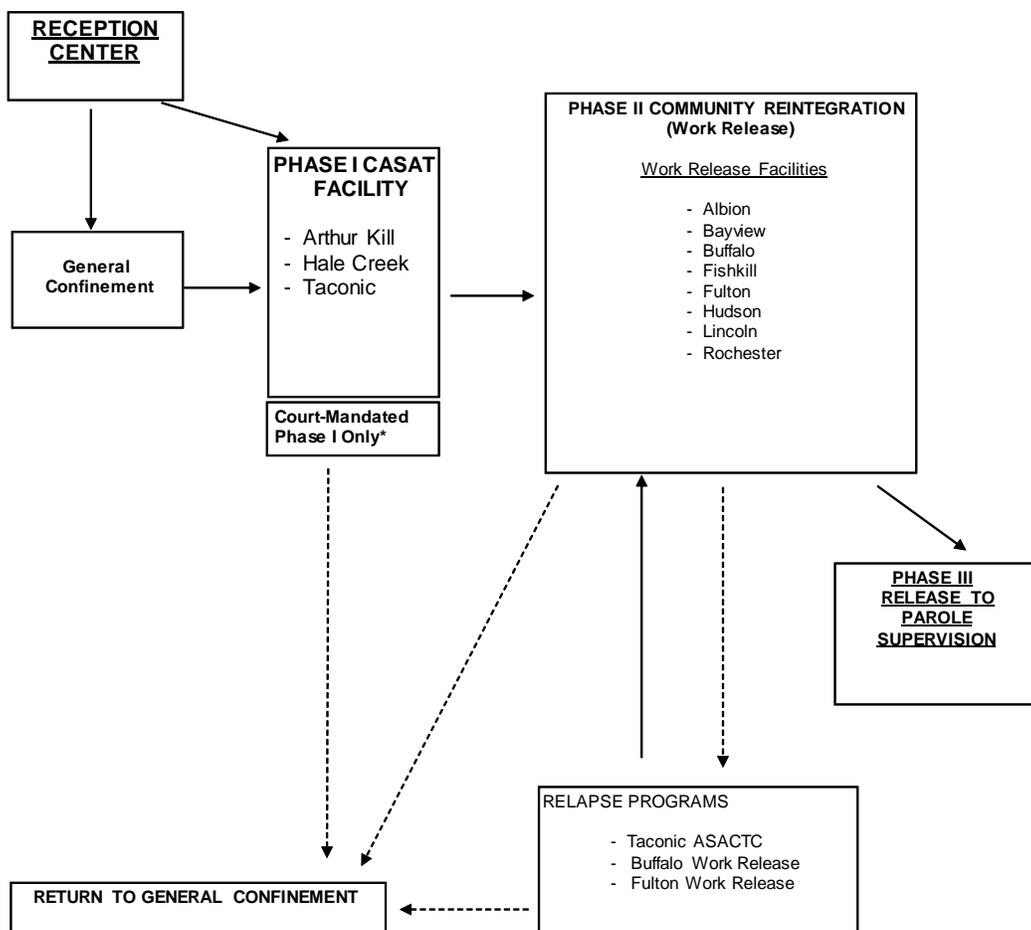
Table 1.5
NYS DOCCS Annual Drug and Female Drug Commitments
Calendar Years: 2006 - June 2011

Year of Commitment	All New Commitments	Female New Commitments	All Drug New Commitments	Female Drug New Commitments	Percent Drug New Commits of all New Commits	Percent female Drug New Commits of All Female new Commits
2006	16,779	1,259	6,060	544	36.1%	43.2%
2007	17,231	1,274	6,148	565	35.7%	44.3%
2008	15,798	1,148	5,190	475	32.9%	41.4%
2009	15,323	1,037	4,324	341	28.2%	32.9%
2010	14,755	919	3,757	268	25.5%	29.2%
2011 (Thru June)	7,564	564	1,856	145	24.5%	25.7%

As such, the ongoing decrease in drug commitments to NYS DOCCS can reasonably be expected to continue to impact on the availability of offenders for this program.

Appendix A

NEW YORK STATE DEPARTMENT OF CORRECTIONS AND COMMUNITY SUPERVISION THE COMPREHENSIVE ALCOHOL AND SUBSTANCE ABUSE TREATMENT PROGRAM DIAGRAM OF OFFENDER MOVEMENT AS OF JUNE 30, 2011



*Successful court-mandated Phase I-only participants are either paroled from the CASAT facility or are returned to general confinement.

Dotted Lines (----) Indicate failure to complete program.

APPENDIX B

New York State Department of Corrections and Community Supervision Annual Felony Drug Commitments and Total Commitments Calendar Years: 1970 - 2010			
<u>Year of Commitment</u>	<u>Drug Commitments</u>		<u>Total New Court Commitments</u>
	<u>Number</u>	<u>Percent</u>	<u>Number</u>
1970	470	11.1%	4,250
1971	690	13.5%	5,130
1972	751	13.2%	5,709
1973	834	12.9%	6,477
1974	713	10.7%	6,691
1975	933	12.6%	7,424
1976	1,203	14.9%	8,063
1977	1,122	13.3%	8,436
1978	844	11.7%	7,232
1979	880	11.6%	7,559
1980	886	11.1%	7,960
1981	1,036	10.1%	10,303
1982	1,243	11.9%	10,406
1983	1,625	13.0%	12,537
1984	1,874	15.3%	12,248
1985	2,218	17.9%	12,420
1986	3,228	21.7%	14,901
1987	5,106	32.6%	15,654
1988	6,432	37.2%	17,308
1989	9,742	45.3%	21,518
1990	10,784	46.7%	23,115
1991	10,778	44.7%	24,116
1992	11,225	44.6%	25,155
1993	10,920	43.9%	24,897
1994	10,508	45.4%	23,153
1995	10,418	45.3%	22,981
1996	9,841	46.4%	21,192
1997	9,810	47.2%	20,804
1998	9,063	46.6%	19,453
1999	8,520	44.5%	19,157
2000	8,225	44.3%	18,561
2001	6,606	40.0%	16,497
2002	6,647	39.1%	16,999
2003	6,540	37.7%	17,336
2004	5,667	34.6%	16,388
2005	5,839	35.7%	16,334
2006	6,060	36.1%	16,779
2007	6,148	35.7%	17,231
2008	5,190	32.9%	15,798
2009	4,324	28.2%	15,323
2010	3,757	25.5%	14,755
TOTAL	208,700	34.3%	608,250

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