

TO: Kim Johnson, BOT External Affairs Committee

FROM: Steve Lantos, WSO Staff

DATE: October 10, 1990

RE: C.D.C. Experience, etc.

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This brief report is in response to your recent request. I hope that it will contain some information that may be helpful in your committee's efforts. The two main topics covered within this report are first, a brief summary of the H&I cooperative effort with the California Department of Corrections, and second, some thoughts about the needs of the H&I service branch within the next few years.

### **CALIFORNIA DEPARTMENT OF CORRECTIONS**

The contact with the CDC resulted from previous communications with Narcotic and Drug Research Institute, Inc. of New York. N.D.R.I. is widely known as one of the nation's largest think-tanks on drug abuse, and the various papers published by their researchers are well circulated and highly regarded. We were contacted by John Blackmore, the Project Coordinator for Project R.E.F.O.R.M., a technical assistance project conducted by N.D.R.I. with funding from the U.S. Department of Justice, through the Bureau for Justice Assistance. The purpose of REFORM was to provide guidance and assistance to states in planning and implementing comprehensive drug abuse treatment systems within state departments of corrections. Blackmore wanted to obtain some information about N.A., specifically about H&I services in the various states linked into Project REFORM. We provided as much information as we were able to, and provided local contact information for the various regions involved. Blackmore attended some business meetings in Southern California during August 1989, and dropped into the Office, with Ron Filiault of the California Department of Corrections. For more specific information regarding N.D.R.I., and the meeting with Blackmore and Filiault, please see attachments #1 and #2. For a detailed chronological description of our contact with the CDC, please see attachment #3.

One major benefit from this contact with the CDC was the Administrative Bulletin (see attachment #4), written by the Director of the CDC to all wardens and substance abuse coordinators within the California state penal system. Another bonus is the resulting continuing communication between the various

California regional H&I committees. Recent reports from these committees have indicated that the number and frequency of H&I meetings/presentations in CDC facilities have increased dramatically since this contact and the administrative memo.

### **POSSIBLE FUTURE H&I NEEDS**

One major difficulty that has been encountered in the attempts of various H&I committees to gain access to correctional facilities, is the lack of statistical information about our fellowship. Such information may prove beneficial to local and national efforts, as well as help to improve the image some administrators have of our fellowship, partially due to our name and who we are. Some administrators look upon us as a society of felons, and are highly suspicious of our purpose and motives.

Another area is that of ongoing communications between local (regional) H&I committees communicating with other such committees serving in the same geopolitical area. The experience reported above, within California, is a prime example. There are six regions operating within the state boundaries, but until recently they have had extremely infrequent and limited contact with each other. As we were attempting to obtain information for our meeting with the CDC, we experienced considerable difficulty in ascertaining the level of involvement local committees had with various state facilities. Either the WSC H&I Committee or the WSO H&I department, in conjunction with the External Affairs Committee of the BOT, could help to set up inter-regional councils to address this need.

The final, and potentially most significant, need that presents itself is our image both externally and internally. Additionally, communication with federal and state correctional and treatment associations, and the education of our fellowship about this issue, are items of high priority. I have lumped these areas together, as these may be best addressed by a body that will be able to establish some continuity of effort. In my mind, the only such body in existence at the present time is the BOT and its committees.



## **HISTORY OF OUR CONTACT WITH CALIFORNIA DEPARTMENT OF CORRECTIONS**

August 28, 1989 - John Blackmore of N.D.R.I. requests that Ron Filiault of the California Department of Correction, Office of Substance Abuse Programs be present during our meeting, so that he could discuss his meetings with local H&I committees in California.

August 31, 1989 - Had lengthy meeting with John Blackmore of N.D.R.I. and Ron Filiault of the California Dep't. of Corrections, Office of Substance Abuse Programs. See attachment #1 for specifics regarding the nature and contents of this meeting.

September 5, 1989 - Called Barbara about meeting with Blackmore and Filiault. Decided to include this topic in Conference call with Pete Cole, WSC H&I Committee Vice Chairperson on September 6, 1989.

September 6, 1989 - Conference call with Barbara and Pete during which the request for cooperation with N.D.R.I. was discussed at some length. Pete expressed similar concerns to ours about non-affiliation and requested to be kept abreast of developments. Further relayed information about C.D.C. and Ron Filiault, and the possibility of a future meeting.

September 8, 1989 - Ron Filiault called to confirm the possibility of a meeting between N.A. and the C.D.C. on September 29th. Called Barbara to confirm, and made travel arrangements for meeting. Confirmed meeting with Filiault.

September 14, 1989 - Received letter from Ron Filiault, thanking us for the meeting on 8/31/89, and requesting a future meeting with Barbara and myself with representatives of the C.D.C. September 29, 1989 in Sacramento. Also attached are letters sent to local H&I committee representatives regarding their meetings with Filiault. Contacted Barbara regarding agenda.

September 29, 1989 - Meeting between Barbara J., and myself representing N.A. H&I, and James Rowland, Director of the C.D.C. and other staff members of the C.D.C. and the Office of Substance Abuse Programs. The first meeting is to exchange general information, and to obtain background information regarding the reason for the C.D.C.'s interest in N.A. and some concerns we have regarding non-affiliation and the nature of the request. This meeting lasted for approximately 90 minutes, and was informative. In discussions with Barbara afterward, the primary benefit perceived from the first meeting was the establishment of our credibility with them. One outcome is their desire to draw up a statement regarding the nature of our cooperation and their request, which will be examined by us prior to it being circulated within the Department. The second section of meeting occurred in the afternoon with staff of the Office of Substance Abuse, and was spent exchanging information regarding the experience they have encountered within their institutions and parole departments as far as H&I meetings being available and their needs for more N.A. presence within their various facilities. Once again local autonomy was explained and stressed. We offered to assist in meetings between local H&I committees and the administrators of their various facilities. Overall the meetings were perceived by both sides as

being highly informative and helpful. The next items would be: meetings with the regional H&I chairs and vice chairs and Barbara; future meetings between C.D.C. staff, local administrators and representatives of local H&I committees; and the perusal of their statement regarding the nature of their request and our cooperation.

October 10, 1989 - Received letter from Jim L'Etoile, Institution Program Specialist from the C.D.C. Office of Substance Abuse, requesting our assistance in setting up H&I meetings in the California Institute for Men, Chino.

October 31, 1989 - Returned call to Ron Filiault, Community Services Specialist, C.D.C. Ron wanted to keep in touch and set up meeting to discuss the specifics of the principles discussed in September 29th meeting with James Rowland, Director of the C.D.C. Meeting set for November 16th at 9 a.m.

November 16, 1989 - Ron Filiault arrived promptly at 9 a.m., and we talked at some length about the principles underlying our fulfillment of their request. The information exchanged included the need for us not to be put into a position where we would be required to be or perceived to be affiliated with the C.D.C. and/or the local facilities, that we would not endorse their treatment methods, that we not be required to voice opinions on anything outside of Narcotics Anonymous, that we be allowed to operate on a principle of attraction, not promotion, and that our members not be placed in a situation wherein they would have to divulge the contents of meetings held in their facilities to the local administration. Their concerns included security, granting greater access to 12 step fellowships and focusing their priority on short term inmates rather than those who will be incarcerated for a considerable length of time. In discussing these issues, I pointed out that the newly revised H&I Handbook contains much of the information they are concerned about. One point that was raised was the perceived need for each panel leader to have and to be thoroughly familiar with the Handbook, and the regulations regarding the facility they are taking their panel into. Regarding non-affiliation, once I pointed out that our focus in service was not the facility, but the inmates housed by their facilities, it was generally understood, with the C.D.C. providing us the opportunity to carry out our primary purpose. The discussion was rather lengthy, primarily due to the need to ensure that Ron was sufficiently familiar with our Traditions and the concepts behind them. He stated that he will draw up a draft of the material (1-3 pages), and will fax it to me for review and input purposes prior to the finished product. Once again we discussed the need for us to maintain the opportunity to approve the final draft to ensure that we are portrayed accurately. In conclusion, Ron indicated that if we should need him to attend any local or regional workshops or forums, he would make himself available on a moment's notice. Additionally, he assured me that Barbara and/or myself will be requested to attend any local negotiations.

November 27, 1989 - Related to Barbara the contents of my meeting with Filiault. Barbara requested that I enquire about the "principles" document, in case a draft may be available for our December 2nd meeting with the California H&I representatives. Contacted Filiault, and was informed that the draft would be unavailable until at least December 10th at the earliest, as he has decided to include a considerable amount of other information in his report.



December 2, 1989 - Had meeting with Barbara, and members from all California regions. Meeting was essentially an information sharing session, with us relating to them the extent of the information we had regarding the plans of the CDC. We urged the various regions to establish communications amongst themselves to facilitate the consistency required by a state-wide increase in commitments in CDC facilities. Meeting lasted approximately 3 hours, and was perceived to be a positive experience by all concerned.

December 15, 1989 - Received first draft of "principles" document from Ron Filiault. The document was essentially for their own internal use, but they requested some input from us. Mailed copies to Barbara and Pete, requesting feedback.

December 19, 1989 - Call from Ron Filiault, requesting a meeting between him, staff of CDC facilities in Southern California, the Southern California Regional H&I chairperson and myself, in the beginning of January, to discuss the project and the role of N.A. and the CDC on a local level.

January 10, 1990 - Ron called to cancel the proposed meeting, as he will not be able to attend and neither will the staff of the various facilities. He stated that he will be in touch about rescheduling the meeting.

January 23, 1990 - Received copy of "Administrative Bulletin" from Ron Filiault. This is the bulletin that will be sent out by "Big" Jim Rowland, Director of the California Department of Corrections, to all wardens and substance abuse coordinators within California state facilities and parole regions. The bulletin outlined the perceived need for an increased presence of N.A. and other 12 step programs within CDC facilities. It further discussed the need for autonomy of the programs, the need for anonymity, as well as the proposed role for the staff of the various facilities.

There was no contact between the WSO and the CDC Office of Substance Abuse Programs during February or March.

April 6, 1990 - Called Ron Filiault of the CDC to obtain an update on the level of communication between the CDC facilities and local H&I committees. He was not there, but I spoke with Dave Wymette, the Director of the Office of Substance Abuse Programs, CDC. He stated that Ron has had numerous meetings with local H&I committees and facilities, and that to the best of his information the meetings and the resulting commitments were going relatively well. He will mail us a list of the local community resource managers and substance abuse coordinators, to facilitate contact between local committees and their appropriate contact person. This shows the need for better communication between the areas and regions involved.

**BRIEF SYNOPSIS OF MEETING, AUGUST 31, 1989, WITH  
JOHN BLACKMORE - N.D.R.I.  
RON FILIAULT - CAL. DEPT. OF CORRECTIONS**

Ron Filiault arrived at 1:10 p.m. Due to his being approximately 1 hour early, we spent the time exchanging information about our respective organizations. He is with the California Department of Corrections as Community Services Specialist, Office of Substance Programs. He has been with C.D.C for nine years and has previously worked for the Drug and Alcohol Programs Department of the State for some 6 years. He is very much aware of the workings of 12 Step programs, and is highly supportive of N.A. gaining access to all C.D.C facilities.

The State has recently, nine months ago, resolved to enter the field of substance abuse treatment within the correctional field. As a result the Office of Substance Abuse Programs was created. Their primary purpose is to survey, assess and implement treatment programs within the correctional system. Mr. Filiault is the number three man in the office, behind the Director and Deputy Director. As a result of the *Blue Ribbon Committee Report on Inmate Population*, which stated that at least seventy-five percent of the inmates in the C.D.C system were there as a direct or indirect result of substance abuse, a survey was taken to ascertain the level of programming currently present in the system. The survey apparently showed a lack of presence of 12 Step programs, more specifically N.A. and C.A. Filiault then stated that he does not foresee much contact with C.A. at this time as their organization at present is somewhat loose.

He has targeted six C.D.C facilities as demonstration models for greater access by N.A. H&I committees. The six facilities are San Quentin, Folsom, Donovan, California Institute for Women, California Institute for Men, and California Rehabilitation Center. According to Filiault, he has been in contact with some H&I committee chairs and representatives and has had some meetings in San Francisco and San Diego with them. He stated that he was extremely impressed with the cooperation and willingness exhibited by all the individuals he has spoken with thus far. As we discussed the Donovan situation, we entered into discussion about their current involvement with N.D.R.I. Apparently California had made an application to enter the Project REFORM system, and was accepted and encouraged to proceed by N.D.R.I. They have decided to have their project be located at the Donovan facility, located outside of San Diego. They will have a residential therapeutic community type unit on-site inside the facility. They expect that the construction, staff selection and training will take approximately nine months. However, in the meantime they definitely wish to have an H&I presence almost immediately.

Filiault envisions 12 Step programs to be the continuing thread in the inmate's treatment, starting after the initial evaluation by attending H&I meetings in prison, to participating in various treatment programs and participating in N.A., being released to a community based treatment program and still attending N.A., and finally outright release, with a condition of parole being the attendance at N.A. meetings.

At this point I described some of the concerns we had regarding affiliation and our not being willing to compromise our principles. I stated that our understanding with N.D.R.I. was that we would be responding to requests from them for services which we regularly offer, but that we would not be affiliated with them in any way. He stated that he understood the concern and in fact supported that concept completely. As we discussed further some of the needs of the C.D.C and N.A., specifically H&I, he thought that it would be essential for me to have a meeting with the Director of the C.D.C in order to discuss mutual concerns



and come to an understanding. He stated that the Director had wished to send a memo to all wardens of C.D.C facilities, requesting that they treat inmates who are participating in 12 Step programs as first class citizens instead of the current status they have, which is considerably lower. I described the relationship between the WSO and the WSC and the Fellowship and mentioned that I felt that it would be essential to include the WSC H&I Committee Chairperson in these meetings. He stated that he felt that would be extremely appropriate. Another point raised by Filiault was the need for consistency in the relationship between the facilities and the local H&I committees. I suggested that it may be possible after the meeting in Sacramento to request a meeting with the regional H&I chairs and the WSC H&I chair to discuss this issue. At this point John Blackmore of N.D.R.I. had arrived.

Blackmore was updated regarding our conversation prior to his arrival. He updated me regarding the progress of Project REFORM since our last meeting and had stated that Georgia, Michigan, Missouri, D.C. and Mississippi had begun the process of instituting REFORM in their correctional systems. As the discussion continued, he mentioned a proposal that was being worked on by N.D.R.I. to the Bureau of Justice Assistance. The proposal is concerned with a continuity-of-care model which includes participation in 12 Step programs as the segment that holds the model together, from assessment to post-release. Once again the concern of non-affiliation was raised and explained, requesting that before they submit the proposal to the B.J.A., that we have the opportunity to look it over to ascertain that the relationship between them and N.A. is accurate. I was assured that would be done. One issue that was raised by Blackmore was post-release surveillance and verification of attendance. I cited the example of the Iowa region and their discussion with their criminal justice system. Blackmore was excited by that idea and intends to include it in the proposal to the B.J.A. and the various state correctional departments.

As the meeting concluded all participants agreed to continue communication on an ongoing basis. Filiault stated that he would be in touch with me the first week of September regarding the Sacramento meeting.

## **Narcotic & Drug Research, Inc.**

N.D.R.I., located in New York, is the world's largest research organization on substance abuse, and their studies and reports are widely respected. They currently have three divisions: a Training Institute offering over 40 training programs related to substance abuse and ancillary issues; an AIDS Outreach and Prevention Bureau, which began as a New York State project and has since become a national model; and the Research Institute, mainly concerned with three areas: Aids and IV drug abuse, the relationship between crime and drugs, and drug abuse treatment evaluation studies. The Research Institute also affords technical assistance and training to states and localities in the field of drug abuse treatment and evaluation.

Until recently, the Interdisciplinary Research Center for the Study of Relations of Drugs to Crime was located at N.D.R.I. Funded by the National Institute of Justice for seven years, the Center generated several books and numerous articles, as well as a number of spin-off studies, and is the seminal resource for drug-crime research.

Most of the Criminal Justice Projects of N.D.R.I.'s Research Institute are research projects, while in REFORM the Institute is providing technical assistance. The Bureau of Justice Assistance (BJA) of the federal Department of Justice has designated Narcotic and Drug Research, Inc. to be its National Project Coordinator to provide guidance and assist states in planning and implementing comprehensive drug abuse treatment systems within state departments of correction.

Currently eleven states are receiving such aid with more to follow. N.D.R.I. has the responsibility to review and evaluate the competitive state applications for federal funding in this area and disburse the allocated funds at each of the two phases of this program. Phase I, which is currently occurring in Hawaii, Washington, Oregon, California and New Jersey, involves the research and planning of statewide substance abuse treatment programs in departments of corrections. These programs vary widely, ranging from highly structured therapeutic communities to a loosely organized 12 step format and all possible combinations in between. Phase II, occurring in New York, Connecticut, New Mexico, Florida and Alabama and Delaware, involves the implementation of these programs.



## California Department of Corrections

### ADMINISTRATIVE BULLETIN

Subject: The Use of Self-Help Programs in  
Correctional Facilities

#### PURPOSE

The purpose of this Administrative Bulletin is to increase the use of Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) within correctional facilities and parole offices. Increased inmate and parolee participation in AA and NA is an important element in the Department's master plan on substance abuse.

#### BACKGROUND

The Department of Corrections (CDC) recognizes the value of Alcoholics Anonymous and Narcotics Anonymous as viable programs for inmates and parolees who need treatment for substance abuse. Both programs provide models for long-term recovery and each have local service committees, called Hospitals and Institutions Committees (H and I) to assist in the placement and support of meetings in institutional and parole settings.

Realizing that approximately 80% of our population are involved in some form of substance abuse, all institutions and parole regions/offices are encouraged to increase the availability of these services for appropriate inmates and parolees.

Most institutions and some parole offices currently provide coordination and space for these services to occur. It is recognized that each institution and parole office has specific security needs and what will work in one will not work in another. Both NA and AA H and I Committees are cognizant of this. Both are prepared to provide an opportunity for new or expanded services within the confines of public safety and the secure operations of our facilities. To assist you in this effort, the following guiding principles have been developed by the Office of Substance Abuse Programs, in coordination with local and statewide AA and NA programs.

- \* NA and AA meetings should be chaired by members of those organizations who have been clean and sober for a minimum of one year and who have been cleared for entry as volunteers to your institution/parole office. If a member of that stature is not available and an inmate who is a AA/NA member is identified and qualified to chair, this person could serve as a meeting chairperson. Unqualified individuals should not chair meetings. It is better not to have meetings than to have bad ones.
- \* Each AA and NA group has but one primary purpose--to carry its message to the addict/alcoholic who still suffers. Functions different from that purpose, such as security, counts and disciplinary actions must be handled by Department staff.
- \* Personal anonymity is the foundation of these programs. We must respect the anonymity of all participants to the extent possible to avoid violating this tenet.

- \* All staff sponsors should receive a basic orientation to the 12 step philosophy along with appropriate reading materials. Competent supervision occurs when staff understand their role and are knowledgeable of the program they supervise.
- \* Each institution and parole office are encouraged to make NA and AA meetings available for as many inmates\parolees as possible. Weekend and evening use of space is strongly encouraged.
- \* Staff are encouraged to promote program participation among inmates and parolees.

Attached is a current list of all AA central office contacts in California. Also attached is a list of California phone numbers for NA.

Please use these numbers to contact NA and AA for help in establishing meetings at your site.

Please ensure that all personnel concerned are informed of the contents of this bulletin. Inquiries regarding this matter should be directed to Ron N. Filiault, Community Services Specialist, Office of Substance Abuse Programs at (916) 327-3707 or ATSS 467-3707.