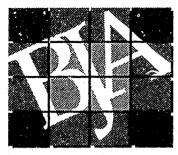
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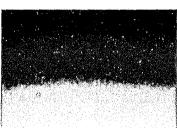
Treatment Alternatives to Street Crime: TASC Programs



Second Edition

PROGRAM BRIEF





Bureau of Justice Assistance

Treatment Alternatives to Street Crime: TASC Programs

Second Edition

129759

U.S. Department of Justice National Institute of Justice

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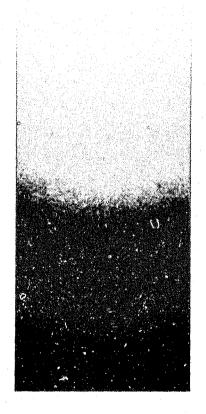
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PROGRAM BRIEF

April 1992 NCJ 129759



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U.S. Department of Justice Office of Justice Programs Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

I am pleased to present this second edition of the Treatment Alternatives to Street Crime (TASC) program brief. The first program brief, distributed to over 10,000 State and local decisionmakers, TASC program operators, and other criminal justice agencies, has sparked a renewed interest in case management programs that supervise drug-dependent offenders in the community.

TASC provides an objective and effective bridge between two separate institutions: the criminal justice system and the treatment community. The criminal justice system's legal sanctions reflect community concerns for public safety and punishment while the treatment community emphasizes individual behavior change through therapeutic relationships. Under TASC supervision, community-based treatment is made available to drug-dependent offenders who would otherwise burden the criminal justice system with their acknowledged and persistent criminality.

In the past 2 years, TASC programming has become more sophisticated and our knowledge of the field has expanded. Thus, this second edition is offered to further national interest in case management programs and to promote their adoption.

Sincerely,

Elliott A. Brown Acting Director

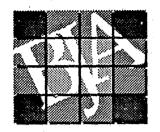
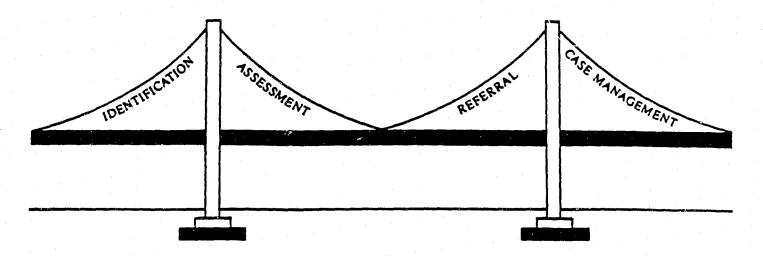


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THE TASC BRIDGE



Criminal Justice System

- legal sanctions
- community safety
- punishment

Treatment System

- therapeutic relationship
- changing individual behavior
- reducing personal suffering

THE TASC MISSION AND PHILOSOPHY

Treatment Alternatives to Street Crime (TASC) provides an effective bridge between two separate institutions: the criminal justice system and the treatment community. The justice system's legal sanctions reflect community concerns for public safety and punishment while the treatment community emphasizes therapeutic relationships as a means for changing individual behavior and reducing the personal suffering associated with substance abuse. Under TASC supervision, community-based treatment is made available to drug-dependent offenders who would otherwise burden the justice system with their persistent criminality.

Purpose

TASC combines the influence of legal sanctions for probable or proven crimes with the appeal of such innovative criminal justice system dispositions as deferred prosecution, creative community sentencing, diversion, pretrial intervention, probation, and parole supervision to motivate the substance abuser to cooperate with treatment.

Goals

Through treatment referral and closely supervised community reintegration, TASC aims to permanently interrupt the cycle of addiction, criminality, arrest, prosecution, conviction, incarceration, release, readdiction, criminality, and rearrest. For a more indepth discussion of TASC goals, see pages 27–29.

Objectives

Within the criminal justice system, TASC is able to reduce the costs and relieve many substance abuse-related processing burdens through assistance with such duties as addiction-related medical situations, pretrial screening, and post-trial supervision.

The treatment community also benefits from TASC's legal focus, which seems to motivate and prolong offenders' treatment cooperation and ensures clear definition and observation of criteria for treatment dismissal or completion. Public safety is also increased through TASC's careful supervision of criminally involved offenders during their community-based treatment experience.

THE DEVELOPMENT AND SUCCESS OF TASC

A 1962 landmark Supreme Court decision, Robinson v. California, stipulated that because chemical addiction is an illness rather than a crime, the State may force an addict to submit to treatment and may impose criminal sanctions for failure to comply with that treatment program. In the developing attitude of the times, penal coercion was being rejected as an effective rehabilitation incentive and community-based treatment for substance abuse was slowly gaining credibility. Alternatives to routine criminal justice system processing for drug-dependent offenders seemed worthy of serious consideration.

In the years following, several conceptual and strategic models were developed to implement these new perceptions. By the early 1970's, the Special Study Commission on Drugs, appointed by the President, established an unequivocal link between drugs (particularly narcotics) and crime. A small number of addicts were found to be responsible for a large percentage of crimes, and a disproportionate share of criminal justice system resources was being absorbed by their recidivism.

Discussions of how to link treatment and the judicial process and interrupt the relationship between drugs and property crimes were held by the Law Enforcement Assistance Administration (LEAA), the White House-established Special Action Office for Drug Abuse Prevention (SAODAP), and the National Institute on Mental Health's Division of Narcotic Addiction and Drug Abuse (DNADA)—predecessor to the National Institute on Drug Abuse (NIDA). The result was a Federal initiative, modeled after earlier experiments with diversion programs and two demonstration projects in New York City and Washington, D.C. The project was funded under the Drug Abuse Office and Treatment Act of 1972 and christened TASC—Treatment Alternatives to Street Crime.

The first TASC project opened in Wilmington, Delaware, in August 1972. It provided pretrial diversion for opiate addicts with nonviolent criminal charges who were identified in jail by urine tests and interviews.

After assessment of their suitability for treatment and treatment needs, arrestees who volunteered for TASC were referred and escorted to appropriate community-based treatment. While in the program the addicts were monitored for continued compliance with treatment requirements. Successful completion usually resulted in dismissed charges.

LEAA issued program guidelines for replication of the TASC model that focused on pretrial diversion and sentencing alternatives for drug-dependent offenders. "Seed" grants were awarded with the understanding that successful demonstration projects would obtain local or State funding to continue within a 3-year period. During the first year (1973), 13 TASC projects were initiated by local jurisdictions in 11 States. Within 2 years, there were 29 operational sites in 24 States. LEAA provided funding for TASC in 72 grant projects, 9 of which were statewide grants designed to support multiple TASC sites. Before Federal funding was withdrawn from all TASC sites due the demise of LEAA in 1982, some 130 TASC projects existed in 29 States and Puerto Rico.

An indication of the success of LEAA's seed funding is that more than 80 percent of the TASC projects that have completed the period of LEAA financial support have been continued with State or local funding.

In 1986, the Bureau of Justice Assistance (BJA) began providing Formula grants to the States as part of Federal Anti-Drug Abuse Initiatives. As a proven effective program, TASC was eligible for this funding. BJA support also included discretionary funding to provide technical assistance and training to those States interested in implementing TASC programming and to established TASC projects in need of assistance. The number of TASC programs has increased from about 130 in 1982 to more than 180 programs (adult and juvenile components) at 130 different sites in 25 States and 2 territories (Puerto Rico and the U.S. Virgin Islands).

LEAA funded TASC programs in various types of geographic locations such as large metropolitan

areas, smaller cities, suburban and rural counties, and regional and statewide networks. Original offender participation criteria were also expanded to include polydrug and alcohol abusers, juveniles, and in some places, victims of domestic violence and offenders with mental health problems. Services to traffic offenders with alcohol and drug problems were also expanded during the early 1980's.

All of the LEAA-funded TASC programs were required to conduct independent evaluations of their effectiveness as part of the grant requirements. More than 40 local assessments were completed over the 10-year period of LEAA oversight. Although a few evaluators found that some TASC programs had excessively optimistic expectations for offender success, or were underutilized, the majority concluded that TASC effectively:

- Intervened with offenders to reduce drug abuse and criminal activity.
- Linked the criminal justice and treatment system.
- Identified previously untreated drug-dependent offenders.

During the same period, three national assessments of the TASC model were completed that focused on the success of multiple sites in meeting general TASC goals. Evaluators from System Sciences, Inc. concluded in 1974 that each of five early TASC projects (1) handled a substantial proportion of repeat offenders with long histories of addiction, (2) introduced more than half the identified offenders (55 percent) into their first treatment experience, and (3) reduced their criminal recidivism.

A 1976 Lazar Institute study of 22 TASC sites found that the mechanism of legally sanctioned referrals to treatment was more effective than informal treatment. Based on this finding, the investigators were able to identify several commonalities in the success of the TASC model. These included:

- The support of the treatment system.
- The broad-based support of the justice system.
- A monitoring function that was found to improve offender performance in treatment.

TASC involvement seemed to reduce rearrest rates. (Only 8 percent of offenders in all sites were known to have been rearrested for new offenses while in the TASC program.)

However, TASC continued to have no solid data base nor strategy that would allow for long-term evaluation and comparison of the program's impact on drug-related crime or on the case processing in the justice system.

A subsequent 1978 evaluation of 12 TASC sites, also conducted by System Sciences, Inc., found the TASC model offered a beneficial and cost-effective alternative to the criminal justice system for handling drugabusing offenders. In addition, the evaluators found that:

- TASC's major functions and procedures were effective in adhering to the stated goals and objectives.
- A majority of offenders were admitted to TASC prior to trial.
- TASC's threat of legal sanctions added a positive factor to the treatment process.
- Projects achieved remarkable success rates with offenders (considering the seriousness of the crimes and the drugs involved).
- The quality of the staff was more important to program success than other organizational factors.

Poor recordkeeping and information management, however, were found to be widespread among TASC programs.

Two reports from NIDA's Treatment Outcome Prospective Study (TOPS) examined the impact of TASC, and similar programs for drug-dependent offenders, on the behavior of offenders while in treatment. These 1983 and 1985 studies compared criminal justice-involved offenders (in TASC and under other justice system supervision) and volunteer counterparts, using demographic characteristics, treatment retention, treatment progress, and predatory behaviors in the year following the end of treatment.

Criminal justice-referred offenders were more likely to be male, nonwhite, young, and to have previous justice-system involvement in the year before treatment than did their volunteer counterparts. More important. TASC offenders were found to improve as much in relation to drug use, employment, and criminal behavior as other offenders during the first 6 months of treatment. TASC offenders under legal coercion also tended to remain in both residential and outpatient drug-free treatment modalities 6 to 7 weeks longer than other criminal justice-referred or voluntary offenders, a finding usually associated with better treatment outcomes. The monitoring/case management function of TASC seemed to encourage this longer treatment participation, Unfortunately, predatory crime and arrest before treatment were still the most consistent predictors of criminal reinvolvement. as measured by arrest records and self-reports, in the first post-treatment year.

Perhaps the most eloquent testimony to the success of TASC and the value placed on it by system participants, is the fiscal and program support provided to more than 100 sites in 18 States after Federal funding was withdrawn in 1982. Many of these local programs joined together to reestablish the National Consortium of TASC Programs (NCTP) in 1984.

These studies confirm the success and effectiveness of TASC programming through specific critical program elements. Among the successful elements are:

- The establishment of the broad-based support by the criminal justice and treatment system.
- The use of offender eligibility criteria that assist in early identification, assessment, and referral of the previously unidentified drug-dependent offender.
- A comprehensive monitoring or case management system that holds the offender accountable and has been proven to reduce offender rearrest rates and improve the treatment performance of the drug-dependent offender.

Conversely, these studies have also shown that the lack of data collection and evaluation as critical program elements have hindered TASC programming. Furthermore, staff training has been found to be a critical program element as the staff is a major factor in the program's overall success.

CURRENT BLOCK GRANT FUNDING OBJECTIVES AND REQUIREMENTS

After a nearly 5-year hiatus, the Justice Assistance Act of 1984 revived Federal endorsement of and fiscal support for TASC. This legislation authorized a criminal justice block grant program (listing 18 purposes) to encourage State and local government implementation of specific programs of proven effectiveness deemed highly likely to improve criminal justice system functioning—with a special emphasis on violent crime and serious offenders. The Justice Department's Bureau of Justice Assistance (BJA), Office of Justice Programs, which has administrative authority for the block grants, published regulations for grant applicants in May of 1985.

Following the implementation of the Justice Assistance Act, Congress enacted the Anti-Drug Abuse Act of 1986. State and Local Assistance for Narcotic Control Formula Grant Program, P.L. 99–570, Subtitle K, complemented the Justice Assistance Act with seven additional purposes for block grant funding focusing on the (1) apprehension, (2) prosecution, (3) adjudication, (4) detention and rehabilitation, (5) eradication, (6) treatment, and (7) identification of major drug offenders. These purpose areas' primary focus was to assist the criminal justice system in expeditiously moving the drug-dependent offender through the criminal justice system.

As it pertained to Justice, the Anti-Drug Abuse Act of 1988 revoked the Justice Assistance Act of 1984, generating 21 purpose areas for Justice funding. These purpose areas combined the Justice Assistance Act and Anti-Drug Abuse Act of 1986 purpose areas. The 21 purpose areas in the 1988 Act include:

- 1. Demand reduction education programs.
- 2. Multijurisdictional task force programs.
- 3. Programs designed to target the domestic sources of controlled and illegal substances.
- 4. Provision of community and neighborhood programs that assist citizens in prevention and controlling crime.

- 5. Disrupting illicit commerce in stolen goods and property.
- 6. Improving the investigation and prosecution of white-collar crime, especially drug-related crime.
- 7. Improving operational effectiveness of law enforcement and the development and implementation of antiterrorist programs.
- 8. Career criminal prosecution programs.
- Financial investigative programs targeting drug-related money laundering operations.
- 10. Improving the operational effectiveness of the court process.
- 11. Correctional resources and system enhancement programs.
- 12. Work and training programs for inmates.
- 13. Programs which identify and meet the treatment needs of adult and juvenile drug dependent and alcohol offenders.
- Developing and implementing programs which provide assistance to jurors and witnesses and compensation to victims of crimes.
- 15. Programs which improve drug control technology, such as pretrial drug testing programs, programs which provide for identification and assessment, referral to treatment, case management and monitoring of drug-dependent offenders, enhancement of State and local forensic laboratories.
- Innovative program approaches to enforcement, prosecution, and adjudication of drug offenders.
- 17. Programs to address the problem of drug trafficking and illegal manufacture of controlled substances in public housing.
- Improving the criminal and juvenile justice system's response to domestic and family violence.

- 19. Drug control evaluation programs.
- 20. Alternatives to detention, jail, and prison for persons who are no danger to the community.
- 21. Programs which strengthen urban enforcement and prosecution aimed at street drug sales.

As listed here, purpose areas related to TASC funding include: 11, 12, 13, 15, 16, and 20.

As part of its responsibilities for encouraging and assisting with the development of viable and effective TASC projects, BJA has defined and developed the TASC program model:

- Orthodoxy,
- Transferability.
- Permanency.

Orthodoxy implies the clear definition of essential, distinct, and interrelated elements of a model—both functional and organizational—that in their totality comprise a core program. Such elements must be sufficiently accepted by and adhered to among program practitioners to distinguish the generic framework and performance standards from other similar programs and to ensure their replication. Orthodoxy also implies common understanding of terminology that is critical to clear communication.

Transferability means a model's adaptability or potential for replication in a variety of settings because it meets common needs, has clarity of purpose,

can be easily implemented, and encourages both communication and innovation.

Permanency is defined as durability and stability expressed in the adequacy of program resources for continuing commitment and organizational viability. Permanency implies a network of well-qualified peers dedicated to maintaining program operations and visibility.

BJA funds assistance to State and local jurisdictions for operating programs developed under their legislative purpose areas. For TASC program efforts, this results in technical assistance and training for TASC.

From the BJA training and technical assistance effort, the following program elements and performance standards were developed by a 16-member advisory panel of program practitioners and experts who prepared recommendations for these elements from the existing network of TASC programs. The initial draft of these critical elements and performance measures was recirculated among field practitioners for further review and comment. (These elements are delineated in the next section.)

The timeframes for implementing each of the critical program elements will vary from one local jurisdiction to another. It should, however, take no more than three months to have the organizational elements in place. To have the program fully operational—to include all operational elements—should take no more than another three months. Overall, it will take at least six months to implement a TASC program that runs effectively and efficiently.

CRITICAL PROGRAM ELEMENTS AND PERFORMANCE STANDARDS

TASC Critical Program Elements

Organizational Elements

Element 1

A broad base of support from the criminal justice system with a formal system for effective communication.

Element 2

A broad base of support from the treatment community with a formal system for effective communication.

Element 3

An independent TASC unit with a designated administrator.

Element 4

Required staff training, outlined in TASC policies and procedures.

Element 5

A system of data collection for both program management and evaluation.

Operational Elements

Element 6

Explicit and agreed upon eligibility criteria.

Element 7

Screening procedures for the early identification of eligible offenders.

Element 8

Documented procedures for assessment and referral.

Element 9

Documented policies, procedures, and technology for drug testing.

Element 10

Procedures for offender monitoring with established success/failure criteria, and for constant reporting to criminal justice referral source.

Organizational Elements and Performance Standards

Element 1: A broad base of support from the criminal justice system with a formal system for effective communication.

Purpose

To ensure the effective and accountable operation of TASC by establishing and maintaining both a coordinated effort and an understanding through necessary communication and formal agreements for offender referrals between TASC personnel and the criminal justice components.

Performance Standards

- 1. Evidence or documentation of explanatory meetings convened by TASC staff with criminal justice system representatives (e.g., police, attorneys, jail personnel, judges, probation, parole, corrections, prosecutors).
- 2. Provide participants with a written description of the TASC mission, program elements, and services.
- 3. Documentation of understanding between TASC and cooperating justice system components that outlines TASC responsibilities, offender eligibility criteria, and procedures for service delivery.
- 4. A documented schedule of formal or informal communication between TASC and criminal justice system personnel.
- 5. Evidence that meetings are held regularly with both criminal justice and treatment system personnel to discuss mutual interests and concerns.

Element 2: A broad base of support from the treatment system with a formal system for effective communication.

Purpose

To establish and maintain both a coordinated effort and an understanding between TASC personnel and the treatment community to ensure availability of appropriate treatment program options, effective offender referrals, and case management activities.

- 1. Where appropriate, proof that licensing requirements have been met by the TASC program.
- 2. Descriptions of TASC services and requirements provided to local treatment agencies.
- 3. Written agreements between TASC and each cooperating treatment agency that detail, at a minimum: offender eligibility for TASC, standard procedures for referrals, normal services provided during treatment, TASC and treatment success/failure criteria, routine TASC monitoring and progress reporting, termination notification requirements, and confidentiality limitations and agreements.
- 4. Evidence of regular communication between TASC and the participating treatment agencies.
- 5. Evidence of regular meetings with both criminal justice and treatment system participants to discuss mutual interests and concerns.

Element 3: An Independent TASC unit with a designated administrator.

Purpose

To ensure TASC program integrity and organizational capability to carry out the program mission and meet the agreed upon expectations of the criminal justice and treatment systems.

Performance Standards

- 1. Specific evidence that the TASC program performs the discrete TASC/case management function.
- 2. Proper assurances (e.g., articles of incorporation, written agreement, and organizational chart) that the TASC unit will be full time and independent of the umbrella agency.
- 3. Documentation that a qualified administrator has been hired.
- 4. Documentation of TASC Standard Operating Procedures.

Element 4: Required staff training, outlined in TASC policies and procedures.

Purpose

To ensure that all professional TASC staff sufficiently understand the TASC mission and philosophy, as well as specific policies and procedures of their local site.

- A training plan and schedule developed for the TASC unit that delineates the unit's goals, policies, and procedures as well as the goal of each staff member.
- 2. At least 32 hours of TASC training provided to each professional TASC staff member. Topics covered should include: the TASC mission and philosophy, pharmacology, sentencing practices, assessment of drug dependency, substance abuse treatment modalities and expectations, and case management duties.
- 3. Documentation of completed training in staff personnel files.
- 4. Provision to each staff member of operational policies and procedures, and accurate job description within the first two weeks of employment.

Element 5: A system of data collection for both program management and evaluation.

Purpose

To provide timely and accurate information to TASC administrators for managing and developing program services, determining operational effectiveness, providing appropriate information to funding sources, and meeting public information needs.

Performance Standards

- 1. Standardized reports developed to provide management and evaluation information to program administrators and staff.
- 2. Routine collection of the following information: number of offenders identified, assessed, referred, and accepted; number of services provided to offend-

ers; number of offenders who complete treatment and drop out of treatment; offender age, sex, race, education, employment status, criminal or other charges, drug-dependent status, and primary drug of abuse; other diagnostic testing results; offender success criteria, failure, and rearrest rates; and other appropriate offender intervention points.

- 3. Quality control measures for data input.
- 4. Assurance of quality data collection, input, and reporting through file review; review and comparison of hard copy with computer printout; regular outside review; and supervisor review.
- 5. Impact reports on program effectiveness, problem identification and resolution, public information, management planning, and program evaluation.
- 6. Distribution of impact reports to appropriate administrators and staff.

Operational Elements and Performance Standards

Element 6: Explicit and agreed upon eligibility criteria.

Purpose

To set clear admissions standard for TASC programs so that all TASC staff, cooperating criminal justice system components, and treatment agencies understand who is eligible for TASC services.

Performance Standards

- 1. Established eligibility criteria that include justice system involvement, current or previous drug involvement, voluntary consent, waiver of confidentiality, compliance requirements, and explanation of the limitation of confidentiality.
- 2. Documentation of the program's compliance with eligibility criteria through random sample of offender's files.

Element 7: Screening procedures for the early identification of eligible offenders.

Purpose

To ensure the earliest appropriate identification and screening of TASC candidates within the justice system.

- 1. Evidence of program efforts towards early referral from: pretrial release, diversion, deferred prosecution, presentence, sentencing, probation, probation violation, parole, and parole violation.
- 2. Use of a screening instrument that determines offender eligibility.

Element 8: Documented procedures for assessment and referral.

Purpose

To provide a standardized assessment (through written documentation) of the TASC offender's need for substance abuse treatment and/or other human service needs that facilitate referral(s) to the appropriate treatment modality, and to provide a basis for a case management plan.

Performance Standards

- 1. Face-to-face assessment interview with each potential TASC offender.
- 2. Standardized assessment forms for confirming each potential offender's drug-involved status; the extent of justice involvement; agreement to participate in TASC; and an explanation of confidentiality rules and regulations.
- 3. Matching offender to most appropriate treatment resource as determined by the assessment interview.
- 4. Offender is recommended to a treatment agency within 48 hours of the TASC assessment.
- 5. Policies and procedures for office monitoring by TASC staff for cases when treatment placement is not immediately available.
- 6. Collection of assessment data and reports made to appropriate sources.

Element 9: Documented policies, procedures, and technology for drug testing.

Purpose

To reliably monitor each offender's use or abstinence from specified drugs.

- Documented policies and procedures for monitoring TASC offenders through urinalysis and other physical tests.
- 2. Random or scheduled urine testing conducted as determined necessary by progress of offender in outpatient treatment.
- 3. Documentation of the following procedures: urine collection, chain of custody, 48-hour response time, quality control, confirmation of positive test results.
- 4. Formal relationship established with certified or licensed laboratories/professional to conduct urinalysis and/or other tests of physical specimens.

Element 10: Procedures for offender monitoring with established success/failure criteria, and for constant reporting to criminal justice referral source.

Purpose

To ensure effective and efficient case management and tracking of offender progress through the treatment system, including accurate and timely reporting of offender status to referring criminal justice system components.

- 1. Documented specification criteria for successful TASC termination. (Success means completion of the case management plan.)
- 2. Documented specification criteria for unsuccessful TASC termination, Failure criteria should include:
 - A specified number of unexcused absences for treatment or TASC.
 - A specified number or percentage of positive urine tests or other evidence of continuing drug use.
 - Documentation of a lack of cooperation or participation in TASC or treatment.
 - The commission of a new crime.
- 3. Documented agreement of all cooperating system participants to the success/failure criteria.

- 4. Documentation of quarterly review of individual case files by a designated supervisor.
- 5. Random file review to ensure accurate and timely reporting between TASC and treatment. Documentation should include:
 - Notification of each offender's TASC acceptance, treatment placement, and case management plan.
 - TASC regular receipt of progress reports from the accepting treatment agency.
 - Distribution of regular TASC progress reports to criminal justice.
 - Immediate notification (within 24 hours) of any offender's unsuccessful TASC termination.
- 6. Documented verification (through random file review) of the case manager's written notification of all face-to-face and telephone contacts. The verification should include:
 - All contacts with the TASC offender.
 - All contacts with referring criminal justice system referral sources.
 - All contacts with receiving treatment agency.
 - Contacts that determine the TASC offender's progress in meeting the determined case management goals.
 - Support documentation for all offender interventions, successful and unsuccessful terminations.

DEFINING TASC STANDARDS— THE ASSESSMENT PROTOCOL

The assessment protocol enables the evaluation of how the TASC critical elements are implemented and operated at local TASC sites. It also details:

- The numbers and types of TASC system participants and how each relates to program operations.
- Problems that have been or are being encountered and effective strategies developed to overcome these difficulties.
- Individual site organization and administration and how these interact with the criminal justice and treatment systems.
- Characteristics of the TASC, criminal justice, and treatment participants at each site and the impact each of these has on TASC program functioning and potential offender outcome.

Critical Element Assessment Protocol Instrument

Element 1: Broad-based support by the criminal justice system.

Purpose

To establish and maintain both a coordinated effort and an understanding through necessary communication and formal agreements for offender referrals between TASC personnel and the criminal justice components to ensure the effective and accountable operation of TASC.

	s evidence the follow	e/documentation exist of meetings ving?
Yes	No	
		Police
		Attorneys
		Jail personnel
		Judges
		Probation
		Parole
		Corrections
		Prosecutors
		Other appropriate court
		services personnel (please specify):
		(blease specify).
	TASC systems	tem participants provided with s for:
Yes	No	The TASC mission?
Yes	No	Program elements?
Yes	No	
. • • • • • • • • • • • • • • • • • • •	****	
If yes, pl	ease attac	h description(s):
		nentation between TASC and al justice system components that
Yes	No	TASC responsibilities?
Yes	No No	TASC responsibilities? Offender eligibility criteria?
Yes	No	Procedures for service
100	1,40	delivery?

4. Is there documentation of formal or informal schedules of communication between TASC and criminal justice system personnel? Yes No	 Have licensing requirements been met by the TASC programs (where appropriate)? Yes No Please describe:
(Observation of daily operation may be discussed) Please describe:	
	2. Have descriptions of TASC services been delivered to local treatment agencies?
	Yes No
5. Is there evidence that meetings are held regularly with both criminal justice system participants and treatment system personnel to discuss mutual interests and concerns?	How have these been documented?
Yes No	3. Do written agreements exist between TASC and
If yes, please describe (include timetable):	each cooperating treatment agency that detail at a minimum:
	Yes No Offender eligibility for TASC Yes No Standard procedures for referrals
Number of performance standards met	Yes No Normal services provided during treatment
Number of performance standards missing	Yes No TASC and treatment success/failure criteria
Comments/recommendations:	Yes No Routine TASC monitoring Yes No Progress reporting
	Yes No Termination Yes No Notification requirements
	Yes No Confidentiality limitations and agreements
Element 2: Broad-based support by the treatment community.	4. Is there evidence of regular communication between TASC and the participating treatment agencies?
Purpose	Yes No
To establish and maintain both a coordinated effort and an understanding between TASC personnel and the treatment community to ensure the availability of appropriate treatment program options, effective offender referrals, and case management activities.	Please describe:

5. Is there evidence that regular meetings are held with both criminal justice participants and treatment system personnel to discuss mutual interests and concerns?	Is there documented evidence that a designated and qualified administrator(s) with appropriate experience (by resume review/interviews/observation) has been hired?
Yes No	Yes No
If yes, please describe (and include timetables):	2. Are TASC Standard Operating Procedures documented?
	Yes No
Number of performance standards met	Number of performance standards met
Number of performance standards missing	Number of performance standards missing
Comments/recommendations:	Comments/recommendations:
Element 3: An independent TASC unit with a designated administrator.	Element 4: Policies and procedures for regular
	staff training.
Purpose	Purpose
To ensure TASC program integrity and organizational capability to carry out the program mission and meet the agreed upon expectations of the justice and treatment systems.	To ensure that all professional TASC staff sufficiently understand the TASC mission and philosophy, as we as specific policies and procedures of their local site.
Through observation, does this TASC program perform the discrete TASC/case management function?	Has a training plan been developed, documented, and disseminated for the TASC unit? Yes No
Yes No	Please attach:
Are there proper assurances, e.g., an organizational chart, that TASC will function as a full-time independent unit from the umbrella agency (if appropriate)?	Are there at least 32 hours of TASC-relevant training provided? Yes No
Yes No Please describe:	3. Has the training been documented in staff personnel files and have followup discussions taken place?
	·
	Yes No

4. Is each staff member provided with the following:	Offender age
	Offender sex
Yes No Current operational policies	Offender race
and procedures	Offender education
	Offender employment status
Yes No An accurate job description	Offender criminal or other charges
(that was provided to them	Offender drug-dependent status
within the first 2 weeks of	Offender primary drug of abuse
employment)	Other diagnostic testing results
employment	
Number of performance standards met	(please specify):
Number of performance standards met	
Number of performance standards missing	
	Offender success criteria
Comments/recommendations:	Offender failure criteria
Commonitor coordinations.	Offender rearrest rates
	Other appropriate offender intervention
	points (please specify):
	points (please specify).
Plantant C. A management information management	
Element 5: A management information program evaluation system.	
evaluation system.	
	3. Are quarterly reports completed that include:
Purpose	Man No Danisana (Carllina and
	Yes No Program effectiveness
To provide timely and accurate information to TASC	Yes No Problem identification
administrators for managing and developing program	Yes No Problem resolution
services, determining operational effectiveness,	Yes No Public information
providing appropriate information to funding sources,	Yes No Management planning
and meeting public information needs.	Yes No Program evaluation
1. Have standardized reports been developed to	4. Are quality control measures in place for input of
provide management and evaluation information to	data?
the program administrators and staff?	
the program administrators and stair?	Yes No
Yes No	
165 NO	E If anguer is yes to any next of number O beau
Muse place ettech.	5. If answer is yes to any part of number 3, how
If yes, please attach:	often are these reports disseminated, and to whom
	are they distributed (title)?
2. Are specific data routinely collected, including:	
	Number of performance standards met
Number of offenders identified	
Number of offenders assessed	Number of performance standards missing
Number of offenders referred and accepted	
Number of services provided to offenders	Comments/recommendations:
Number of offenders who complete treatment	
Number of offenders who drop out of	
treatment	
neamont	

Element 6: Clearly defined offender eligibility criteria.	Element 7: Screening procedures for early ident fication of TASC candidates within the criminal justice system.
Purpose To set clear admission standards for TASC programs so that all TASC staff, cooperating justice system components, and treatment agencies understand who	Purpose To ensure the earliest appropriate identification and screening of TASC candidates within the justice
is eligible for TASC services.	system.
Does the site have established eligibility criteria?	 What populations are targeted by TASC sites? Check all that apply:
Yes No (Criteria may be site-specific, programwide, or regionally defined where the program is multijurisdictional. Specify which situation(s) apply:	Pretrial release Diversion Deferred prosecution Presentence Sentencing
If no, how are offenders sorted for criminal justice system referral? Please specify:	Probation Probation Probation Parole Parole Other (please specify)
If yes, do criteria include: Yes No Justice system involvement	2. Does the site use a screening instrument that determines offender eligibility?
Yes No Current or previous drug involvement	Yes No
Yes No Voluntary consent Yes No Waiver of confidentiality	If yes, please attach:
Yes No Compliance requirements Yes No Explanation of the limitation of confidentiality	If no, how is eligibility determined?
2. Is there documentation of the program's compliance with eligibility criteria through random sample of offenders' files?	Number of performance standards met
Yes No	Number of standards missing
Number of performance standards met	Comments/recommendations:
Number of performance standards missing	
Comments/recommendations:	

Element 8: Documented procedures for assessment and referral.	5. Are the data collected from the assessment and reported to appropriate sources?
Purpose	Yes No
To provide a standardized assessment (through written documentation) of the TASC offender's need	Number of performance standards met
for substance abuse treatment and/or other human services that facilitate referral(s) to the appropriate	Number of performance standards missing
treatment modality, and to provide a basis for a case management plan.	Comments/recommendations:
Does the site conduct face-to-face assessment interviews with each potential TASC offender?	
Yes No 2. Are standardized assessment forms used for	Element 9: Policies, procedures, and technology for monitoring TASC offender's drug use through urinalysis or other physical evidence.
confirming, at a minimum, each potential offender's:	Purpose
Yes No Drug-involved status	, alpedo
Yes No Extent of justice involvement Yes No Agreement to participate in TASC	To reliably monitor each offender's use of or abstinence from specified drugs.
Yes No Understanding of confidential- ity rules and regulations	1. Are there documented policies and procedures in place to monitor a TASC offender through urinalysis?
Please attach assessment instrument:	Yes No
3. Is each offender matched to the most appropriate treatment (as determined by the assessment)?	2. Do offenders who are referred to outpatient treatment comply with random or scheduled urine testing as determined by progress in treatment?
Yes No	
4. Is each offender recommended to a treatment	Yes No
agency within 48 hours of the TASC assessment?	3. Are procedures documented and in place for each
Yes No	of the following:
	Yes No Urine collection
If immediate placement is unavailable, are policies and procedures for office monitoring by TASC staff	Yes No Chain of custody
performed during the interim period?	Yes No 48-hour response time for results
Maa Na NA	Yes No Quality control
Yes No N/A	Yes No Confirmation of positive test results
If yes, please describe:	Diagon describe each.
	Please describe each:

4. Are formal contract(s) executed with certified or licensed laboratories/professionals to conduct urinalyses and/or other tests of physical specimens?	A specified number or percentage of positive urine tests or other evidence of continuing drug use?
Yes No	Yes No
Please attach or describe:	Documentation of a lack of cooperation or participation in the treatment or TASC?
	Yes No
Number of performance standards met	■ The commission of a new crime?
Number of performance standards missing	Yes No
Comments/recommendations:	2. Have the success/failure criteria been agreed to by all cooperating system participants?
	Yes No
Element 10: Monitoring procedures for offender's compliance with established TASC and treatment criteria and regular reporting of offender progress to referring criminal justice system components.	Explain:
Purpose	How is this documented?
To ensure effective and efficient case management and tracking of all offenders' progress through the treatment system, including accurate and timely reporting of their status to referring justice system components.	 Is there documentation that affirms that a
Does documentation specify criteria for successful and unsuccessful TASC termination?	quarterly review of individual case files has been completed by a designated supervisor? Yes No
Yes No	
If yes, does this documentation include:	 Is documentation provided, by random file review that ensures accurate and timely reporting/
Success for: Completion of the case management plan?	communication between TASC and treatment, including:
Yes No	Notification of each offender's TASC acceptance, treatment placement, and case management placement
Failure for:	agement plan.
A specified number of unexcused absences from treatment or TASC?	Yes No TASC regular receipt of progress reports from
Yes No	the accepting treatment agency. Yes No
	The second secon

to justice.	All contacts with receiving treatment agency.Yes No
Yes No	
Immediate notification (within 24 hours) of any offender's unsuccessful TASC termination.	Contacts that determine the TASC offender's progress in meeting the determined case management goals.
Yes No	Yes No
5. Is documentation (by random file review) provided that verifies the case manager's written notification of all face-to-face and telephone contacts, including:	 Support documentation for all offender interventions, successful and unsuccessful terminations.
including.	Yes No
All contacts with TASC offender.	Number of performance standards met
Yes No	Number of performance standards met
All contests with referring treation and	Number of performance standards missing
All contacts with referring justice system referral sources.	Comments/recommendations:
Yes No	

RECOMMENDED TASC OUTCOME MEASURES

The assessment protocol assists TASC programs in implementing proven process of TASC operations. Based on this assessment, it has been necessary to establish outcome measures that evaluate the effectiveness of TASC programs.

As all TASC professionals realize, measuring the outcome of a service or intervention when there are a myriad of uncontrolled variables cannot produce hard and fast results, but rather indications as to the likely direction of the effect of the intervention. For programs such as TASC, outcome measures are relative. With a few exceptions, it is impossible to say conclusively what would have happened had an individual not been a part of a TASC program. Yet, it is also true that anecdotal measures of effectiveness are no longer a sufficient basis for policy and resource decisions.

What can be measured is the extent to which a TASC program meets the goals.

Articulating the goals of TASC programs was a lengthy process that was completed at the National Association of State Alcohol and Drug Abuse Directors (NASADAD) Drug-Related Program Development, Assistance, and Training Advisory Board meeting in October 1987. These goals were adopted by the National Consortium of TASC Programs in February 1989. The TASC goals are to:

- Reduce the criminality of the alcohol- and other drug-dependent offenders.
- Maximize the rehabilitative aspects of the criminal justice system.
- Maximize the rehabilitative aspects of the treatment system.

Recommended Outcome Measures for TASC Programs

Goal 1: Reducing criminality

Goal 2: Maximizing the rehabilitative aspects of the criminal justice system

Recommended Outcome Measure 1: Rearrest Rates

The relationship between drug use and criminal behavior is a very complex one. Some, but certainly not all, crimes committed by TASC offenders can be attributed to drug use. It would be unrealistic to expect criminal activity to cease in a group so entrenched in the criminal lifestyle, but it can be expected that the level of criminal activity will diminish.

Given that addicts chronically relapse, measures other than rearrest are often thought to be more appropriate. Intervention with the drug-dependent population requires a lengthy management program.² While it is true that the myriad interventions provided by TASC programs assist the criminal justice decisionmaker in managing the drug-dependent offender caseload, it is also true that the point of the offender's actual reentry into the criminal justice system is what is most significant to criminal justice decisionmakers. Overall, the criminal justice system's interest in the drug-dependent offender population hinges on law enforcement and safety.

The rehabilitation philosophy of the criminal justice system rests on the premise that persons who commit crimes have identifiable reasons for doing so, and that these can be discovered, addressed, and altered. Its aim is to modify behavior and reintegrate the law-breaker into the wider society as a productive citizen.³

In fact, the National Academy of Criminal Justice has defined rehabilitation as no further criminal justice involvement.⁴

The criminal justice system is willing to lend its authority to TASC because TASC services reduce the management of an already burdensome caseload. For TASC to truly be an effective service to the criminal justice system, TASC must assist in diminishing criminal activity.

While rearrest does not necessarily presume criminal reinvolvement, because the individual defendant has yet to be proven guity, rearrest does presume reentry into the criminal justice system and therefore resumption of the use of the local jurisdiction's criminal justice resources.

Through examination of rearrest rates, acceptable or "successful" levels can be determined over time.

Goal 3: Maximizing the rehabilitative aspects of the treatment system

Recommended Outcome Measure 2:
Retention in Treatment

Case management under the auspices of TASC is associated with longer retention in treatment.⁵ Further, it is accepted that treatment retention is an important contributor to treatment effectiveness.⁶ The problem of retention reflects the chronic and severe nature of drug dependence. For example, a study of seven therapeutic communities in six States found that 12-month retention rates averaged 12 percent.⁷ Research, primarily completed with heroin addicts, indicated that treatment lengths of six months or more were necessary to produce significant changes in offender characteristics and conditions related to reducing drug use.⁸ Finally, research also suggested that criminal behavior had been found to diminish while individuals were in treatment.⁹

Given the importance of retention and the findings of TASC's contribution to longer retention rates as reported in the Treatment Outcome Prospective Study (TOPS), that participation in treatment with a TASC referral contributes to longer retention, it is incumbent upon TASC programs to continue to measure the offender's retention in treatment as a means of strengthening the TASC position within the community.

While it would certainly be easier to choose a 6-month retention rate as the measure for this particular TASC goal, the countless treatment options, lengths, and diverse factors contributing to retention rates would convolute this outcome measure so that in the final analysis it would be worthless. The proportion of time the individual is retained in treatment presents a more accurate picture of offender outcome for this specific TASC program goal.

To measure an individual's retention in treatment one must look at the percentage of time the TASC offender remains in his or her assigned or recommended treatment modality, whether it is 26 days or 26 months. TASC programs need to generate individual treatment "Program Profiles" that document specific and intended treatment lengths of each facility to which TASC refers. Upon successful or unsuccessful termination from TASC, the offender's rate of retention, within his/her designated treatment facility, may then be recorded for future study and comparison.

Recommended Outcome Measure 3: Drug-Free Status

In recent years, urinalysis has received considerable attention as a source of information about an offender's drug use. Since its inception in 1972, TASC has used urine testing as a means of gathering information for both the identification and monitoring of the drug-dependent offender. To this day, urinalysis continues to be a critical element for TASC programs.

With the increasing use of urine testing over the past decade, substantial information collected from diverse offender populations has converged to show that addicted offenders are likely to commit both drug and nondrug crimes at high rates. ¹⁰ Research further indicates that with the use of urinalysis, treatment-induced reduction in narcotics use is associated with concurrent reductions in individual crime rates. ¹¹

Historically, much of what has been learned about the relationship between drug use and crime has come from studies that have relied heavily upon offender's self-reports.¹²

Generally, self-report of drug use data is unreliable even when collected in a research-oriented, confidential environment. If accurate self-reports cannot be obtained in a voluntary, confidential research setting, then valid self-reports are even less likely to be

forthcoming in a nonconfidential, obligatory setting. Since it is a duty of TASC to report an offender's progress in treatment to criminal justice officials, the use of urinalysis is an essential tool for confirming or denying the accuracy of an offender's self-report.

To measure the rehabilitative aspects of the treatment system, in conjunction with the rehabilitative aspects of the criminal justice system, it is necessary to include the condition of the offender's drug-free status. Through the use of urinalysis as an outcome measure, TASC programs are provided with a technologically sound and credible method to determine offenders' compliance with this goal and their treatment plan.

TASC Effectiveness

Only after these outcome measures are recorded by TASC programs for a significant period of time will a true measure of program effectiveness become available for discussion. After data are collected using these measures by a number of TASC programs over a specific period of time, specific questions on TASC's effectiveness may begin to be answered. These questions include: how should TASC effectiveness or ineffectiveness be evaluated, should cutoff rates for rearrest and retention in treatment be used, and what should those cutoff rates for successful and unsuccessful programs be?

To achieve an accurate evaluation of TASC programs, this information must be gathered and compared, not only over time, but also with a non-TASC group.

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CRIMINAL JUSTICE SYSTEM TERMINOLOGY

The various impact points in the criminal justice process system are defined as follows:

Arrest: the holding in legal custody, either at the scene of the crime or as a result of investigations. Could also be the result of complaint filed by a third party, outstanding warrant, or revocation of probation or parole.

Booking: the process of being admitted into detention.

Initial Appearance: appearance in court before a magistrate where bond is set or determination is made to retain in jail or release.

Arraignment: appearance in court when the accused is formally charged with a crime.

Pretrial Conference: the prosecutor, defense attorney, and judge meet prior to trial to establish parameters for the trial. Often a plea is negotiated at this point.

Trial: court hearing in which prosecutor presents case against the defendant to show that the person is guilty of the accused crime; judge or jury decides verdict.

Presentence Investigation: if the offender has been found guilty, a comprehensive report including social, criminal, and other histories; the report will usually include a recommendation for sentencing.

Sentencing: disposition of a case, where penalties are imposed.

Probation: sentence of community-based supervision. Includes stipulations and prohibitions of certain activities, often includes fines.

Incarceration: sentence of imprisonment, either in State prison or local jail.

Parole: release from prison before maximum completion of sentence. Parole involves stipulations and prohibitions on certain activities.

Some commonly used terms by the criminal justice system are defined as follows:

Ball: an amount of money set by judge to assure an appearance at court.

Bond: percent of bail actually paid.

Caplas/Warrant: judge's order to rearrest individual.

Court Order: decision of the court, often mandating certain behaviors.

Diversion: a process whereby a defendant is not adjudicated if certain conditions are met.

Docket: order of cases to come before the judge.

Felony: major criminal offense.

Misdemeanor: minor criminal offense.

Nolo Contendere: plea, neither admitting or denying guilt.

Plea Bargain: a negotiated deal on penalty for alleged crimes.

Rap Sheet: record that contains all arrests of offender.

ROR: release on own recognizance.

Speedy Trial: right to trial within 180 days.

SUBSTANCE ABUSE TREATMENT TERMINOLOGY

Treatment: any intervening factor having the potential effect of changing behavior that has been previously judged as needing to be changed. Substance abuse treatment involves planned, therapeutic intervention with discontinuing the substance use or abuse as the ultimate goal. Substance abuse treatment generally consists of specific modalities designed to meet a particular offender's needs for degree of structure.

Treatment Modalities: specific methods of substance abuse treatment designed to meet a offender's need for structure, ranging from very restrictive (hospitalization, inpatient) to nonrestrictive (self-help groups, drop-in counseling centers).

The following list indicates types of treatment modalities and indicates basic points about that specific modality.

Detoxification: structured medical or social milieu in which the individual is monitored while undergoing withdrawal from the acute physical and psychological effects of addiction.

Methadone Treatment: an outpatient mode of treatment for opiate-dependent persons. Involves counseling, urinalysis, and the supervised dispensing of daily oral doses of methadone, a long-acting narcotic. Methadone maintenance involves dispensing to a offender a stable dose of methadone but not enough to make the offender "high." Methadone detoxification is the process of reducing the dose of methadone over a given time to "wean" the offender from opiates. Benefits include the termination of IV-drug use and its physical complications, no "highs" and "sickness," and elimination of the need to steal to support an expensive habit.

Long-Term Residential: inpatient, usually 6- to 24months duration with gradually increasing levels of responsibility and privilege. Often in three major phases: inpatient, live-in/work-out, aftercare. Also known as Therapeutic Community (TC), which is run on a family principle. Each offender is a member of the TC family.

Short-Term Residential: 28-day inpatient (may be as long as 90 days) and may include detoxification as the first stage.

Halfway House: transitional facility where offender is involved in school, work, training, etc. Offender lives onsite while either stabilizing or reentering society drug free. Usually receives individual counseling as well as group/family/marital therapy.

Day Treatment: offender resides at home while attending counseling/treatment 4–8 hours per day, 5–6 days per week.

Drug-Free Outpatient: offender lives away from treatment center. May be working or in school, sees therapist one to five times weekly for counseling that may include individual, group, or family therapy. Can be the primary modality of choice or may be part of the transition process from more restrictive to less restrictive therapeutic environment.

Support Groups: self-help peer groups for mutual support such as Alcoholics Anonymous (AA), Narcotics Anonymous (NA), or Adult Children of Alcoholics (ACOA). Meetings are either open or closed and occur at various times daily or weekly.

Education Groups: seminars, workshops, specific interest meetings discussing a particular topic designed for increased awareness.

Family Education Groups: structured education sessions to inform family members of chemical dependency issues.

Ancillary or Auxiliary Services: supplemental services provided outside the treatment facility such as job placement, training, food stamps, and vocational rehabilitation.

A GLOSSARY OF TASC TERMS

Assessment: the evaluation or appraisal of a TASC candidate's suitability for substance abuse treatment and placement in a specific treatment modality/ setting, including information on current and past use/ abuse of drugs, justice system involvement, and medical, family, social, education, military, employment, and treatment histories.

Case Management Plan: an individualized scheme for securing, coordinating, and monitoring the appropriate treatment interventions and ancillary services for each TASC offender's successful TASC treatment, and justice system outcomes.

Chain of Custody: necessary safeguards for ensuring the "purity" and intactness of specific materials collected for later use as legal evidence in court—usually applied in TASC projects to offenders' urine specimens that are forwarded for laboratory analysis.

Court Liaison: communications between TASC and justice system personnel for establishing and maintaining mutual understanding during the transaction of judicial business—most frequently referring to court visibility and testimony about specific offenders by TASC staff.

Criteria: rules, standards, principles, or tests by which the TASC offender is measured, judged, or assessed (e.g., success/failure in treatment, eligibility for TASC participation).

Drug Dependent: a loss of self-control in the use of licit or illicit substances, including alcohol, to the extent that physical, psychological, or social problems and/or harm result.

Eligibility: meeting the requisite criteria qualifying one to be chosen.

identification: the act of establishing whether an offender is a TASC candidate—potentially eligible for acceptance into the project.

Justice System Components: any functioning part of the legal administration continuum—from police through parole.

Monitoring: supervision or overseeing offenders through the application of specific criteria to determine their progress and success/failure.

Office Monitoring: temporary supervision by TASC staff of a offender who is waiting for available space in a treatment program after assessment/acceptance by the TASC project—generally including orientation to TASC and the specific treatment facility, urine monitoring, and some social skills counseling.

Referral: assignment of a TASC offender to the most appropriate and available treatment facility and/or other ancillary service.

Reporting: officially accounting to TASC and/or the referring justice system component for the offender's cooperation with an approved treatment plan, using prescribed and objective facts and observations.

Screening: a systematic examination of all accused or convicted offenders at particular point(s) in justice system processing to determine their potential suitability or eligibility for TASC.

Tracking: maintaining contact with and keeping informed about the whereabouts of each TASC offender.

Treatment Modality: specific types of therapeutic processes or interventions that may be used for treatment of substance abuse and can be conducted in residential or outpatient settings (e.g., methadone maintenance, drug-free counseling, detoxification, psychotherapy, other forms of chemotherapy).

Urinalysis: examination of urine sample by technical methods to determine the presence or absence of specified drugs or their metabolized traces.

Voluntary Informed Consent: agreement by the TASC candidate to participate in the project after a thorough and completely comprehensive explanation of its advantages and disadvantages, including potential benefits and sanctions by the justice system, TASC and treatment program rules and requirements, and confidentiality effects; and knowledge of consequences of successful or unsuccessful termination.

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TASC, Inc.-Geneva c/o Juvenile Probation Department 428 James Street Geneva, Illinois 60134 312-232-5883 Contact: Luci Beinder Janelle Prueter

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