



TASC EVALUATION

John Harkey and James Teevan

CENTER
FOR
COMMUNITY
STUDIES

F. KENNEDY CENTER FOR RESEARCH
TION AND HUMAN DEVELOPMENT

George Peabody College for Teachers
Nashville, Tennessee 37203

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1.0 INTRODUCTION

1.1 Executive Summary:

1.1.1 Overall Assessment and Recommendations:

1.1.1.1 Based upon the findings reported in this report and in the year 1 report, we (the evaluators) believe the TASC function should be continued: (1) Treatment appears to be both a more effective and less costly alternative to jailing for certain types of offenders, and (2) a central screening, referral, and agency results in the most complete and rational coverage for screening individuals being processed through the Criminal Justice System.

1.1.1.1.1 Treatment appears to be more effective in that those successfully completing treatment show a large drop in rearrests (the arrest rate of completions was cut in half between 1975 and 1977). Moreover, the average TASC client (Completions, Terminations, and Discontinuations) also shows a drop in arrests between 1975 and 1977, as compared to a slight increase in arrests for the unscreened group with which they were compared.

1.1.1.1.2 Treatment is less costly because it is more effective in preventing rearrests than jailing. The largest 'cost' factor was that associated with the criminal activity that was assumed to occur with each rearrest. However, this assessment of comparative cost should be taken cautiously, since there were many assumptions that had to be made in computing the costs.

1.1.1.1.3 Centralized screening and referral was frequently praised by individuals in the Criminal Justice System who were interviewed. The effectiveness of TASC in this area seemed to stem from: (1) the specialization of TASC in drug and alcohol cases and the associated expertise that the staff developed in making assessments and referring clients. (The process was described as 'rationalized' as a result of the TASC program.) and (2) the more complete coverage of the system that the TASC screeners provided through covering almost every stage of the processing by the Criminal Justice System.

1.1.1.2 Despite our recommendation that the TASC function be continued, there are serious problems with the program as presently organized, which we believe have hurt its functioning. These problems (as well as the positive aspects of the program) are summarized in the 'Findings' section which follows the 'overall assessment and recommendations.' The primary problem has been the failure to develop the level of trust necessary to operate optimally in the Criminal Justice System (CJS).

1.1.1.3 In light of the problems, we recommend that TASC (or the TASC function) be continued with the following modifications:

1.1.1.3.1 The alcohol part of the program should be continued as a valid part of the TASC function.

(1) This will maintain TASC's specialization, and associated expertise, while at the same time it expands the role of TASC in a logical direction, and in a direction for which there is a demand for services.

(2) Whereas, much of the drug problem exists because of its illegality (e.g., smoking marijuana has been found no more harmful to

behavior than alcohol), the alcohol problem is totally one of abuse, e.g., as evident with a DUI arrest.

(3) Alcohol abuse certainly rivals drug abuse as a problem to society, and, in fact, alcohol offenders are much more numerous than drug offenders.

1.1.1.3.2 The drug part of the program should become more selective in its placement of clients by only referring high risk clients (as assessed by the screener) when they can be placed in situations offering high levels of supervision, i.e., inpatient programs.

(1) The high risk clients in out-patient programs are generally terminated anyway, so that they become a burden to the program and to society.

(2) The cost to society of failure is very high, if one takes at face value the daily cost of the drug habits admitted to by TASC clients, and the source of income for supporting those habits (fraud, theft).

Risky clients should not be automatically eliminated from consideration, but should be considered much more carefully, and a higher proportion of them rejected. If accepted, they require more conservative placement and closer monitoring.

1.1.1.3.3 If there are not enough drug abusers available in the Criminal Justice System using more conservative screening criteria, the size of the program should be reduced.

1.1.1.3.4 If TASC is to be used by the D.A.'s office as an alternative to having charges dropped in cases in which the evidence is weak, the defense attorney should be aware of the reason for the D.A.'s agreement to refer to TASC. Such action represents a presumption of guilt without sufficient evidence to prove it, so the rights of the client need protecting. Also, if such clients fall into the 'riskier' category, TASC should not have to take the blame for their high failure rate.

1.1.1.3.5 The screener caseworker split should be eliminated. A merger of these functions would appear to increase the accountability and credibility of TASC within the Criminal Justice System. Also, the monitoring function should be modified, in the manner of the alcohol program, such that it takes on more of a record monitoring and information forwarding character. Furthermore, the monitoring function should be tightened up, in the sense of maintaining adequate documentation, and in taking timely action on client problem behavior.

1.1.1.3.6 More effort should go into educating the judges and the D.A.'s regarding the TASC program, or in responding to their criticisms of the program. There appears to be a systematic misunderstanding of the TASC function by these functionaries (i.e., regarding such matters as the risk level of acceptable clients, the success failure criteria, and the security of in-patient programs). However, there appeared to be no such misunderstanding among the allied diversion agencies or defense counsels.

1.1.1.4 Although not reported on, the political climate within which TASC operates appears unfavorable for local funding, at least to maintain the existence of TASC as a political entity. This unfavorable political climate may

relate less to TASC's performance than to larger political issues. In particular, the hope for TASC to be funded as a unit involved the incorporation of its function into a centralized screening and referral agency for all types of diversion. As of this time, the centralizing of the diversion programs has not been implemented due to differences between the D.A., the Sheriff, and the Public Defender on how such a program should be organized.

Although the prospects for TASC continuing as a political entity are dim, it may continue as a function, although somewhat dispersed.

(1) Juvenile Court may hire two TASC staff members.

(2) Treatment Centers and certain Criminal Justice organizations are exploring the possibility of continuing a reduced version of the screening and referral function in the adult Criminal Justice System.

(3) The 5th Circuit Court may attempt to gain funding in order to continue the screening and referral of alcohol abusers, although there may be some delay.

Although we view the continuation of the TASC function as desirable, we are uncertain whether the dispersion of the agency will result in improved service.

1.1.2 Summary of Major Findings:

1.1.2.1 Screening and Referral:

1.1.2.1.1 Screening and referral has proceeded at the rate specified by the year two goals. However, the caseload is well below the goal of two hundred, fluctuating between 130 and 150. Given the number of referrals, the average client would have to remain in treatment 8.7 months to maintain a caseload of 200. However, completions average only 6.9 months and terminations only 3.6 months in treatment (ref. section 2.2).

1.1.2.1.1 TASC is screening only 16% of adult drug offenders and 9% of adult property crime offenders. However, they perform a considerable amount of pre-screening on which there are no records, and, also, they have met their screening goals. It can't be determined whether persons not screened are more appropriate as clients than many of the persons screened and either referred or rejected. (ref. section 2.3.1)

1.1.2.1.2 Of those referred through TASC, heroin use is down considerably from the year 1 finding. Of those screened in year 1, 68% indicated heroin as the primary drug, whereas that figure had dropped to 55% by the end of year 2 (ref. section 2.3.3.3).

1.1.2.1.3 The TASC program has been praised by treatment and Criminal Justice Agencies because of the expertise it has developed regarding drug screening and referral, and the rationality it has given to the process. (ref. section 5.1.1) However, a major part of the 'screening' occurs independent of the screener's decision, i.e., based upon whether a client is motivated to enter the TASC program and whether the Criminal Justice System can be persuaded to release the client. As a result, the screener does very little 'screening,' but rather finds and places those who want to go to treatment and who are able to be released from jail, (ref. section 2.3.2). It is our opinion that the screeners have done this well, and the result has been a 'rationalization' of the process.

1.1.2.2 Monitoring:

1.1.2.2.1 The monitoring function is perceived by treatment and criminal justice functionaries to have problems:

1.1.2.2.1.1 The screener/caseworker split is alleged to diffuse responsibility, and make accountability more difficult (ref. section 5.1.4).

1.1.2.2.1.2 Certain treatment therapists complained that 'active monitoring' sometimes constituted an interference with the therapy process (ref. section 5.2.3).

1.1.2.2.1.3 Some Criminal Justice functionaries indicated that there has been too long a delay in some cases between 'problem behavior' by a client and the application of sanctions by the TASC caseworker (ref. section 5.2.2 (3)).

1.1.2.2.1.4 Reporting was considered vague and inaccurate prior to the recent change in the reporting procedure.

1.1.2.2.2 We (the evaluators) found a large amount of missing data in case files. Treatment Center reports were often sparse. (ref. section 5.1.1) As a result we could make no judgments regarding client progress in treatment, or even whether the success/failure criteria had been applied according to guidelines (ref. section 5.2.2 (3)). However, reporting is considerably improved compared to the pre-TASC system of reporting.

1.1.2.3 Client Outcome:

1.1.2.3.1 During Treatment:

1.1.2.3.1.1 Rearrests: In opposition to the TASC quarterly report of a 10% rearrest rate (the minimum standard), we estimated

the rearrest rate to be 16-18%, well above the standard. The discrepancy appears to be related to TASC's assessment of the validity and seriousness of the arrests that are to be counted (ref. 3.1.1).

1.1.2.3.1.2 Failures: The failure rate is approximately 36%, not significantly above the standard of 34%. The second year failure rate has been below that of the first year, suggesting the likelihood that TASC has become more conservative in its referrals.

1.1.2.3.2 Post Treatment:

1.1.2.3.2.1 Rearrests: Completions show the greatest improvement in rearrest rates (reduction from a .97 average arrest rate in 1975 to a .47 arrest rate in 1977), whether compared to terminations or to the un-screened comparison groups. (Rejections also show improvement, but their rate is likely biased downward due to their spending a larger amount of time in jail). Terminations show only minor improvements. The comparison groups have slightly higher rearrest rates in 1977 compared to 1975. Also, post treatment arrests of completions are less likely to be for violent crime than were the arrests for which they were screened into TASC (ref. section 3.2.1).

1.1.2.3.2.2 Outcome of Interviewed Sample: Based upon the response to questions about drug and alcohol usage and employment or school attendance, it appears that there was a reduction in drug usage by the time of the interview over pre-TASC levels (interviewed 3-6 months after completion of TASC or 6-12 months after screening if terminated.) There was a considerable drop in professed hard drug usage (whether information was obtained from the client or a reference). However, the level of employment or school attendance was approximately the same as pre-TASC, for both completions and terminations.

In comparing completions and terminations, large differences were found. In drug usage, completions did not report any 'high' use levels of hard drugs, and only a small portion indicated a 'medium' use level. However, 1 in 5 terminations reported high usage of hard drugs. Even daily use of marijuana was down among completions (11% daily usage), although marijuana was used at least several times per week by 35% of the completions. In contrast, 40% of the terminations reported daily use of marijuana, and 60% reported use at least several times per week (ref. section 3.2.2.1).

Also, completions differed markedly from terminations regarding the proportion holding a job or in school. Sixty-eight percent of completions were employed or in school full time compared to 43% of terminations (ref. section 3.2.2.2).

The comments of persons interviewed were generally favorable towards TASC, indicating that the TASC workers and the treatment experience had helped them. However, there were indications that some thought the program was not helpful, and that they used it only to stay out of jail. (ref. section 3.2.2.3).

1.1.2.4 Cost Benefit

1.1.2.4.1 The cost benefit analysis suggests that TASC may be more cost-beneficial than jailing, but the differences are not large. The annual social costs estimated for TASC clients were lower than the social costs estimated for comparisons who were not sent to TASC. Using

a more conservative estimate of the duration of street-crime activity prior to a rearrest (30 days), the TASC program was also found less costly than keeping an individual in jail for a year. (ref. 4.0)

(1) Using the 30 day assumption for the duration of criminal activity prior to a rearrest, the social cost of TASC was estimated to be \$7,278 annually, compared to \$8,617 for the comparison group, \$8,878 for a 1 year jail stay, and \$52,341 for a 1 year stay on the streets.

(2) Using a 60 day assumption, the social cost of TASC was estimated to be \$10,574 and that of the comparison group \$12,717. The other two figures would not change under this assumption.

(3) The major component of cost is the criminal activity cost. This means that the most important cost factor is the rearrest rate of TASC vs. the comparison group. Overall, TASC clients improved their rearrest rate between 1975 and 1977, whereas comparisons did not, leading to the lower comparative social cost for TASC.

(4) Also, an important finding was that individuals processed through TASC were under C.J.S. control longer than the comparison group. By our estimates, TASC clients were under the control of TASC or the jail for an average of 225 days during the year, whereas the comparison group was in jail only 186 days during the year.

(5) Crucial to the analysis are the assumptions used. We attempted to make assumptions that would be accurate in a comparative sense, although the absolute values may be off considerably. The 3 most problematic assumptions involve (a) per-diem cost of street crime (b) duration of street crime activity prior to rearrest and (c) duration of average jail stay. (a) and (c) were estimates based upon data collected. (b) was merely a guess, so that both a conservative and a liberal figure were used.

(6) It should be mentioned that the total street track is not a realistic figure. It is our impression that drug abusers cycle in and out of heavy drug use, and that at the time of incarceration and screening they may be at a particularly high point in drug usage.

1.1.2.4.2 Although not contained in the cost-benefit analysis, per se, a comparison finding was that TASC, in comparison to other diversion or probation agencies, had a low drug case load per staff member. (However, this was not true of the alcohol program, which is run under a different philosophy.) Furthermore, all TASC clients have double coverage in the sense that the treatment agencies also monitor their progress, making such a low case load even less viable.

1.1.2.5 Criminal Justice Relationships

(a) TASC has apparently been ineffective in developing the level of trust within the CJS that it needs to operate optimally, in particular with CC judges and the DA's office. Signs of this mistrust include the change in the reporting system, the frequency with which treatment personnel must make court appearances, and the by-passing of TASC in certain cases.

(b) However, TASC has been able to foster good working relations with many agencies, primarily through providing a useful service to them. Of special note is the positive (symbiotic) relation with treatment, defense counsels, juvenile court, and the 5th Circuit Court.

(c) TASC has carved out a place in the CJS through specialization (drug or alcohol) and through taking riskier clients. However, it has not worked out systematic cooperative arrangements with any of the allied diversion or probation agencies (PTR, 9.S Probation, State Probation, and Parole), with the exception of an earlier arrangement with PTI which is no longer in effect. Although cooperation does occur, it is mostly ad hoc, especially with State probation. A problem in this regard has involved issues of territoriality.

1.2 Description of the Evaluation Sample

Throughout this report, most analyses were based on a 36% sample of persons rejected by TASC and an 86% sample of those referred (see Table 1.2 (a)). The 36% of the rejections represent a random selection of 173 persons from the 484 persons actually rejected by TASC. This sample was judged to be sufficiently large and representative to generalize to the full rejected population. Although the samples of referred persons were proportionately larger, they do not represent random selections from their populations. We would have preferred to have included 100% of each of the groups of referred clients but were unable to get some of the folders in order to code the data. This was a particularly serious problem with completions since there were 32% who were missed either for the above reason or because those clients simply were not listed as regular TASC clients. Many were minor offenders who had some small amount of treatment as part of their program. The proportion of referred clients was also somewhat reduced by the fact that the evaluation used December 9, 1977, as its final day but the TASC figures to which we have compared went on to the end of the month.

Table 1.2.a

Evaluation Sample in Relation to Actual Numbers within TASC

	Number in Evaluation Sample	As a Percent of Actual Number Within TASC
Persons screened	573	63
Persons rejected	173	36
Clients referred	400	86
Active clients	130	87
Clients no longer	270	85
Completions	68	69
Terminations	165	99
Discontinuations	37	73

2.0 TASC FUNCTIONING

2.1 Description of TASC Function

TASC acts as a conduit for the transfer of information and people between the criminal justice and treatment systems. The people (hereafter called clients) are alleged drug offenders being processed through the criminal justice (CJ) system, who have an admitted drug problem for whom a treatment alternative is sought. The information function involves the transmission of two types of information: (1) information on clients, and (2) information of a more general nature regarding the goals of TASC, the methods used in fulfilling those goals, and the operations of the treatment and CJ systems.

2.1.1 Types of TASC Programs:

During its brief history, TASC has processed three types of clients:

2.1.1.1 Minor Drug Offenders: TASC operated a minor offender program from July, 1976 through October, 1977. During that time it processed 193 clients. Generally, clients were pre-screened by an assistant district attorney general, and then sent to TASC for assessment and community placement. Minor offenders were not often assessed as having a drug abuse problem, but were almost always charged with a drug-related offense. Several options were provided for minor offenders: (1) placement in community service for a specified number of hours; (2) participation in minor offender therapy groups at the Nashville Drug Treatment Center (NDTC); (3) Participation as a regular TASC client; or (4) any combination of the above options.

2.1.1.2 Regular TASC Drug Clients: As of 1 January 1978, TASC had screened 950 potential drug clients, and referred 466 of them to treatment. Of that number approximately 150 were active in treatment and 98 had completed treatment. Another 51 had been discontinued for reasons independent of their performance in TASC. Of the total referred to treatment, 405 or 87% came from the adult criminal justice system and the remainder from the juvenile system.

2.1.1.3 DUI Offenders: In July 1977, TASC began screening and referring DUI offenders from the 5th Circuit Court to treatment or community service. As of March 1978, approximately 800 clients had been placed of which more than 750 remained active clients. This program consumed a significant portion of total TASC resources (see Appendix C).

2.1.2 TASC Functions:

In processing clients, TASC generally performs the following services: (1) screening, (2) referral, (3) monitoring, and (4) funneling and filtering the information flow between the criminal justice system and the treatment system.

2.1.2.1 Screening: Screening involves two steps. The first is to seek out clients or sources of referral. The second is to determine acceptability to the program by assessing whether the client has a drug or alcohol problem and whether the client might benefit from treatment. In

practice, a client is judged acceptable if he/she expresses motivation and if his/her release can be obtained.

2.1.2.2 Referral: Depending upon the type of client (minor offender, drug, or alcohol), the nature of the drug or alcohol problem, and the seriousness of the client's legal situation, judgments are made as to whether the client will best be placed in a treatment program, alcohol education program, or community service project. If placed in treatment, further decisions are made regarding treatment modality and treatment center. Legal considerations become primary in determining whether a potential client will go to inpatient or outpatient treatment.

2.1.2.3 Monitoring: Monitoring has a record-keeping aspect and a sanctioning aspect. Record-keeping will be discussed in the next subsection. Sanctioning involves enforcement of the success/failure criteria, to include the issuance of formal and informal warnings, informal advice and counseling, and termination orders. Sanctioning also refers to the favorableness of the report given to the criminal justice system.

2.1.2.4 Information Flow: TASC requires that the treatment and public service agencies with which it places its clients send monthly progress reports. Until recently these reports were filtered by the TASC caseworker, in the sense that he/she wrote a less specific report based upon the treatment report, and sent it to the appropriate criminal justice functionaries. Recently, the process has been changed so that the treatment agency reports are now sent directly to the appropriate criminal justice functionary. In addition to the formal periodic reports, reports are sent on an as-necessary basis, to indicate a change or pending change in a client's status.

2.1.3 Staff Allocation: To perform the various tasks involved in carrying out its functions, TASC has had one person in charge of the minor offender program, one person in juvenile court, and the remaining personnel divided into screeners and monitors for the adult drug program. Since dropping the minor offender program and taking on the alcohol program, there have been two and one-half full time equivalent positions assigned to the alcohol program. The total staff consists of one project director, two supervisors, four screeners, four case workers, two secretaries, and one guard.

2.1.4 Client Collection Points: Due to its importance in determining its overall "fit" in the criminal justice and treatment systems, a brief description will be given of the stages at which TASC gathers clients from the criminal justice system. In following this narrative, refer to charts 2.1.4.a through 2.1.4.d, depicting the client flow through the adult and juvenile criminal justice systems.

2.1.4.1 Adult System:

2.1.4.1.1 Pretrial-pre-plea: (The stage prior to (1) on chart a). At this level TASC may act as a bonding agency, much like pre-trial release or a money bond company. However, more often, TASC receives clients who are out on bond already. Also, TASC gains the release of an occasional client through pre-trial release (PTR).

Chart 2.1.4.a

Normal Processing Alternatives of the
Criminal Justice System
General Sessions Level*

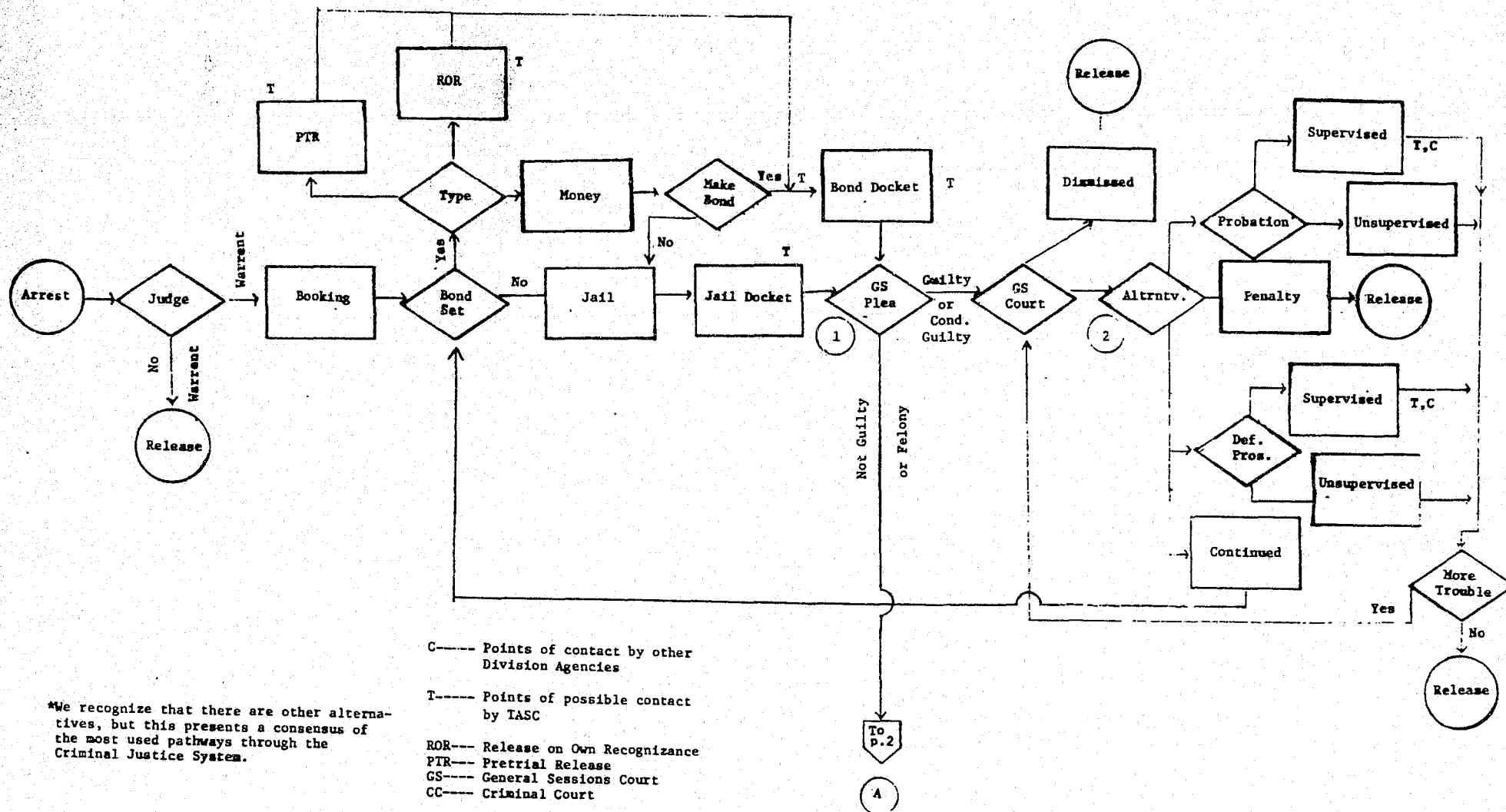


Chart 2.1.4.a

Normal Processing Alternatives of the
Criminal Justice System
General Sessions Level*

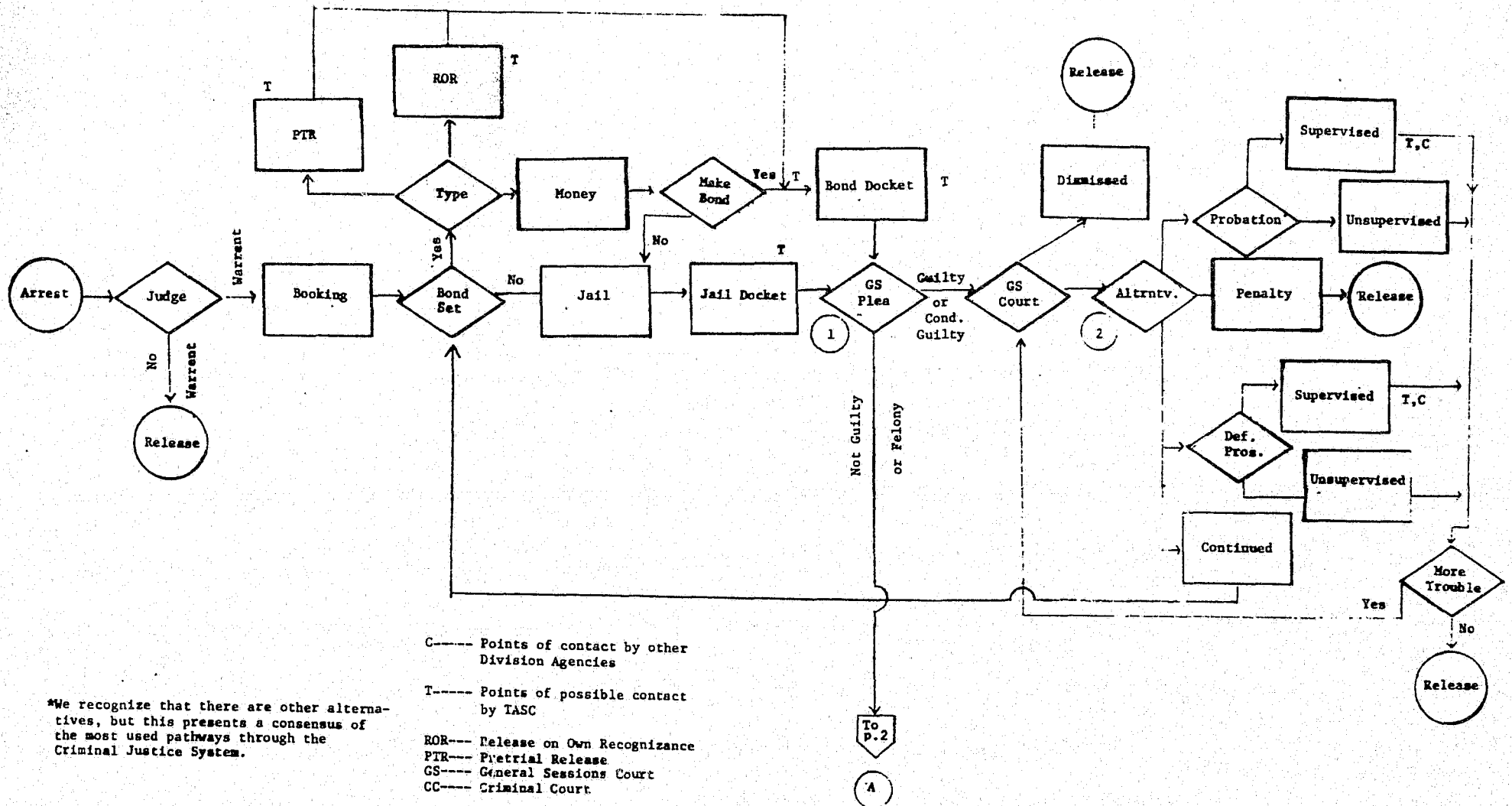


Chart 2.1.4.b

Grand Jury and Transitions Between
General Sessions Court, Circuit
Court, and Fifth Circuit Court

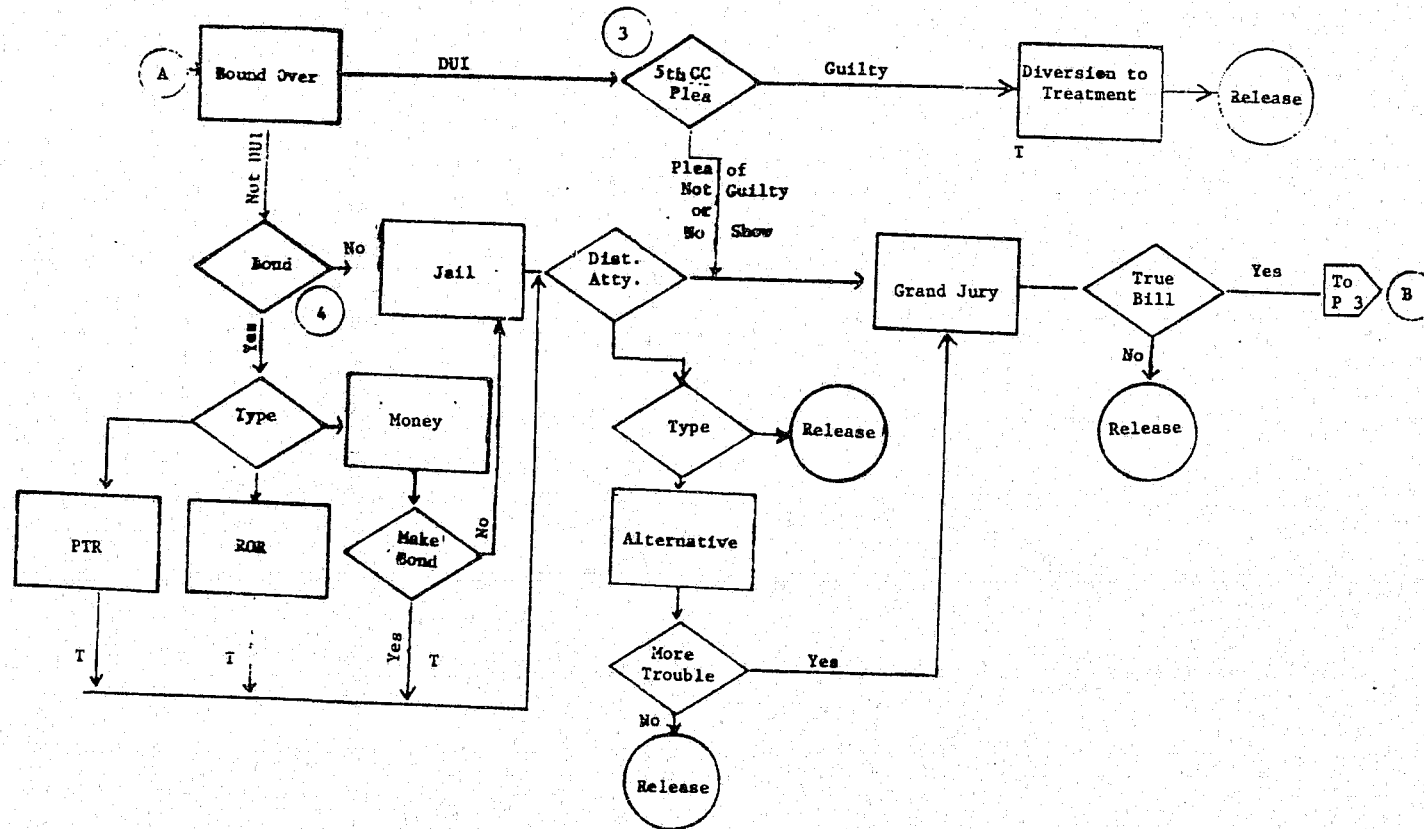
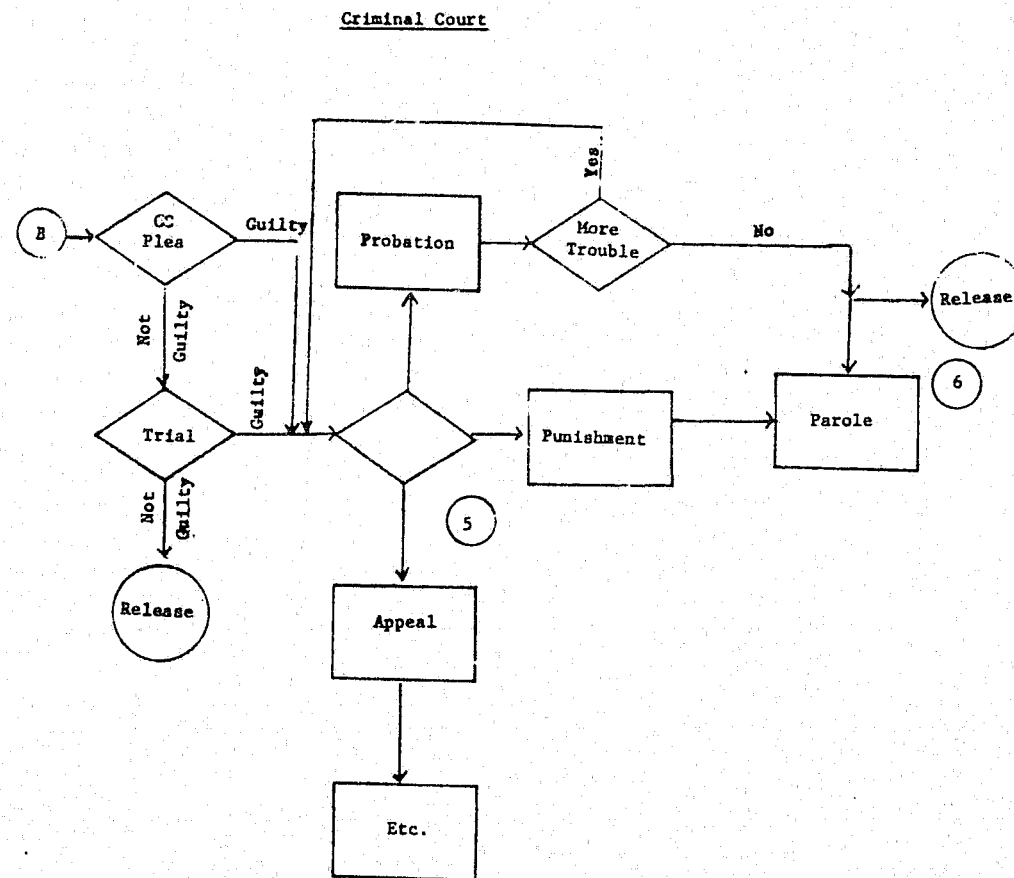


Chart 2.1.4.c



2.1.4.1.2 General Sessions-Post Plea (Point (2) on chart a):

TASC receives cases at this level either in a deferred prosecution status or in a probation-like status. Two other probation type agencies operate at this level: Pretrial Intervention (PTI), an arm of Pretrial Release (PTR), under the Sheriff's Department, and the General Sessions Probation Department, an arm of the General Sessions Court. PTI focuses effort on diverting first (or minor) offenders not charged with serious felonies to a community service program. The General Sessions Probation Department handles most cases in which probation is granted at the General Sessions level. At one time, PTI was diverting clients with drug related offenses to TASC for supervision of their community service obligation, but that arm of the TASC program has been discontinued. General Sessions Probation apparently uses TASC on an ad hoc basis to handle cases where a drug problem is suspected.

2.1.4.1.3 5th Circuit Court (Point (3) on chart b):

Under a new procedure a large number of DUI offenders are bound over to the Grand Jury. However, as a preliminary step, they may appear before the 5th Circuit Court for disposition. TASC has been given the duty of processing those DUI offenders who plead guilty rather than hearing their cases presented to the Grand Jury.

2.1.4.1.4 Criminal Court Level (Points on chart b, on chart c)

TASC receives some clients at the criminal court level after they have been indicted and prior to the disposition of their case. While no formal relationship exists between TASC and state probation, many clients are in fact referred by TASC working with individual probation officers. In addition, TASC receives clients on parole, extended furlough or other forms of prison release.

2.1.4.2 Juvenile Court.

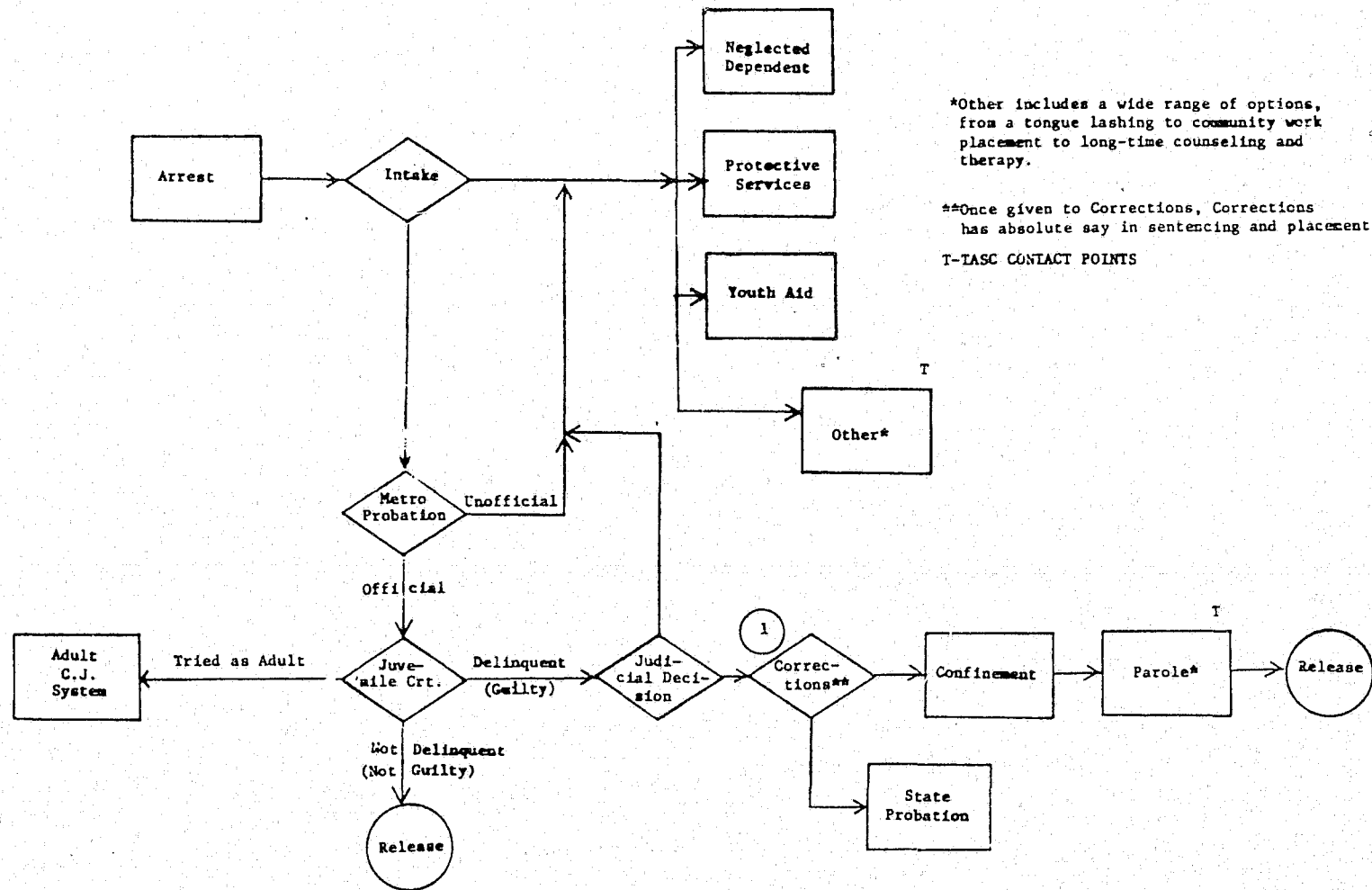
TASC appears to have become a well integrated function within the Juvenile Court system. Drug offenders are routinely screened by TASC at several points (point (1) on chart 2.1.4.d). At each stage in the process prior to that point, there is an effort to seek alternatives to incarceration by the juvenile court authorities, so that TASC and other diversion options are in considerable demand. TASC is used less often by the state parole officers.

2.1.5 Comparison of TASC with other diversion agencies:

Chart 2.1.5.a compares TASC with other diversion agencies, across a number of dimensions. Some cautions should be observed in reading this chart: (1) the contact frequency is not a measure which has very much meaning. Although the frequency of contact for the various agencies mentioned varies from 2-3 times **per week** to one per month, this does not give an indication of the degree of control asserted over the client or the amount of energy expended on a client. This is because the measure gives no indication of the quality of contact nor the frequency of informal contact. For example, a TASC client at MADAP outpatient might have a report filed each month representing a contact between the TASC case worker and the drug therapist. However, this report may in turn represent 8-10 contacts of 1-2 hours each between the therapist and the client. On the other hand, a minimum security probation client may receive the same one contact per month, but with no other contacts being made by another agency.

(2) The case load per worker reflects clients accepted or referred, and not the number screened. The number screened may be two to three times the number accepted or referred (e.g., PTR and TASC), or there may be little in the way of screening by the agency (PTI).

Juvenile Court System



TASC AND ALLIED AGENCIES

	Pre Trial Release	Pre trial Inter- vention	General Sessions Probation	State Probation (Adult)	Minor Offender ^{1,4}	TASC Drug	Alcohol	State Probation Juveniles	Metro Probation Juveniles	Meharry Out-Patient ⁶
Pt. of Client Contact	Pretrial	Pretrial -Gen. Ses.	Gen. Sess. Post Trial	Crim. Ct. Post-Trial	Gen. Sess. Def. Pros.	All Levels	5th Circ. Court	Post Trial	Pre-trial	N.A.
Type of Client	Low Risk	Low Risk 1st. Off. or Minor Off.	Misdemeanor	Felony or Misd.	Drug Off. Low Risk	Drug Abusers High Risk	Alcohol Bound Over	Convicted Juvenile	Charge Juvenile	Drug
Annual # of Clients	1850	500	1100	460	193	290	1200			
Current Caseload	480	250	900	460	-	145	750	400	550	100
# of Caseworkers	12	4	13	11 1/2	1	6-7	2	10	11	11
Caseload per Caseworker	40	60-65	70	40-45 ³	-	20-25	375	40	55-60	15-20
Contact Freq. Phone	2-3/Wk	1/wk	1/wk							
Other		1/mo	1/mo	1/mo	-	1/mo ⁵	1/mo ⁵	-	2/mo	1-2/wk
Services	Screen Monitor Advocacy ²	Placement Monitor	Screen Monitor Advocacy ²	Screen Monitor Advocacy ²	Placement Monitor	Screen Placemt.	Screen Placemt.	Monitor Advocacy ²	Screen Case Disp. Monitor Placement	Screen Therapy Advocacy ²
Joint Coverage	None	Placement Agency	Occasional ³	Occasn ³	Placemt. Agency	Treatat.	Placemt. Agency or Treat- ment	Occasn ¹	Occasn ¹	TASC (18% of Clients)

1. Screening by DA
2. Advocacy includes (finding) jobs, housing, etc.
3. Occasional refers to sending to treatment in a small percentage of cases
4. Program no longer exists
5. Contact is through reports sent by treatment or placement agencies.
6. Meharry is given as one example of a treatment center.

Given these precautions, it seems that TASC offers services similar to the other diversion agencies, but that it takes a more specialized client and, at the pre-trial level, a more risky client. Also, unusual to TASC is that it has double coverage in all of its monitoring, in that treatment center personnel also "monitor" the client's progress.

2.2 Rate of Functioning in Relation to Stated Goals

TASC has three goals stated for the 1977-1978 Grant Year which concern rate of functioning. These are:

1. TASC screeners will screen 600 individuals, an average of 50 per month, during the grant period.
2. TASC will refer 300 individuals, maintaining a 2:1 ratio of numbers screened to numbers referred, to treatment during the grant period, an average of 25 per month.
3. TASC will maintain a static caseload of 200 during the grant period.

TASC's most recent Quarterly Report, on January 26, 1978, states:

1. The performance goal "screen 600 individuals, an average of 50 per month", is ahead of schedule. To date, 365 individuals have been screened during this grant period. This is an average of 52.
2. The performance goal "refer 300 individuals . . . to treatment during the grant period, an average of 25 per month", is slightly behind schedule. To date, 163 persons have been referred, an average of 23 per month.
3. The goal "maintain a static caseload of 200" has not been achieved. The caseload now averages 150. During Year I, the monthly treatment total rose steadily and it was anticipated that during Year II, it would peak at around 200 clients. Since some authorities in the criminal justice system and in the treatment community now feel that drug usage in Nashville has leveled off and is not increasing; it is felt that the TASC caseload may not reach 200. If an increase in the TASC caseload is not seen during the quarter January-March, 1978, a grant adjustment may become necessary to alter this goal.

Also, the method used for gathering statistics was changed during this quarter and a reduction in the monthly treatment total was discovered. The reasons for the reduction are: some clients whose charges were dropped or who were removed from TASC because of additional charges were still being counted as active clients; some clients had been counted twice even though they had entered treatment only once and in addition, a new docket has been set up in Nashville to handle DUI offenders. TASC clients in poly-drug treatment and charged with a DUI were moved to that program.

According to our figuring, the rate of screening was, as reported, 52 per month for this grant period, and TASC has an overall average of 45 per month from the start of the project. The referral rate was, as reported, 23 per month and 22 per month overall.

We note that the third goal was grossly under achieved. IT IS OUR JUDGMENT THAT THE GOAL OF MAINTAINING A CASELOAD OF 200 CLIENTS WAS UNREALISTIC GIVEN THE OTHER PARAMETERS OF THE PROJECT. If the project refers 25 clients per month, the average client must remain in treatment for 8 months in order to achieve an active caseload of 200 clients. With 23 referrals per month, the mean time in treatment would need to be 8.7 months. An active caseload of 150 suggests a mean treatment time of 6.5 months. Our figure, based on an 86% sample of TASC clients (see Section 1.3), shows an average treatment time, based on persons who are no longer active, of only 3.8 to 4.7 months. (See Table 2.2a) This figure is, of course, biased downward since it counts

Table 2.2a

Time in Treatment for Completed, Terminated
and Discontinued Clients.

<u>Disposition</u>	<u>Number</u>	<u>Mean Time in Treatment *</u>
Completion	68-66	6.7-7.5 months
Termination	165-145	3.2-3.6 months
Discontinuation	37-8	1.1-5.2 months
Total	270-219	3.8-4.7 months

*The high figure in each case is obtained if missing data are excluded from the computation. The low figure results when missing data are counted as zero treatment time. This is mainly a problem with discontinuation.

persons who left treatment early while those still active are not counted. It may also be biased downward by the fact we included 99% of terminations in our evaluation sample and only 69% of completions.

2.3 DESCRIPTION OF THE TASC CLIENT POPULATION

2.3.1 Portion of Arrested Persons Screened

TASC APPEARS TO SCREEN ABOUT 16% OF PERSONS CHARGED WITH DRUG OFFENSES AND 9% OF THOSE CHARGED WITH PROPERTY OFFENSES FOR AN AVERAGE OF 13%. These figures are based on random samples of 69 drug arrests and 63 property arrests. These are rather small samples on which to base this statistic but we were unable to get figures for overall drug and property arrests. These figures do agree with those from last year's final report (p. 8). As mentioned last year, THERE ARE CLEARLY MORE PERSONS TASC COULD SCREEN BUT TASC IS CURRENTLY MEETING ITS SCREENING GOAL AND MANY OF THE PERSONS MISSED ARE CHARGED WITH LESS SERIOUS CRIMES AND HAVE FEWER PRIOR ARRESTS.

2.3.2 The Decision to Reject or Refer

Three factors are involved in the decision. These are TASC as represented by the screener, the client, and the criminal justice system. Table 2.3.2a gives the reasons why potential clients were rejected. It

Table 2.3.2a

Reason for Rejection
Based on 170 Rejections

	<u>Percent of Rejection</u>
Client Rejected TASC	21
No Reason Given	16
Screener Assessed as Bad Risk	12
DA Would Not Release	8
Crimes of Violence	6
Broke Parole or Probation	5
Sentenced to Jail	5
Charges Outside County	4
Out of Town Resident	2
No Drug Problem	3
Judge or Attorney Decided Non-TASC	
Placement Better	3
Other	15

would seem that the selection of clients rests with the criminal justice system and the client at least as much as with the screener. In only 21% of the cases is the decision clearly with the screener. Even if the missing data are added to this the figure is only 37%. In 26% the client rejected TASC or broke probation. In at least 16% of cases the criminal justice system would not accept a TASC placement. It would appear that a process of rational selection by screeners familiar with drug clients and

treatment is in fact operating in a relatively small proportion of cases. It may be, however, that considerable screener judgment operates at the prescreening level in informally deciding who to screen. We also do not know the reason for rejection in 16% of cases.

2.3.3 Comparison of Persons Referred or Rejected.

In this section we will examine differences and similarities among persons who are referred or rejected. THE OVERALL CONCLUSION IS THAT TASC REFERS OR REJECTS FAIRLY UNIFORMLY ACROSS SEX AND PREVIOUS ARREST RECORD BUT TENDS TO REFER FEWER BLACKS AND USERS OF HEROIN AS THE PRIMARY DRUG. The reasons for rejection are relatively uniform across these categories.

2.3.3.1 Race

TABLE 2.3.3a SHOWS THAT BLACKS ARE SOMEWHAT MORE LIKELY TO BE REJECTED THAN ARE WHITES. Blacks constitute 51% of those rejected and only

Table 2.3.3a
Race and Sex Ratios

	<u>Percent Screened</u>	<u>Percent Rejected</u>	<u>Percent Referred</u>
Black	36	51	30
White	64	49	70
Male	79	81	79
Female	21	19	21

30% of those referred. This does not, however, constitute automatic evidence of discrimination. As cited in Section 2.3.2, only in 21 to 37% of cases does the decision to reject lie primarily with TASC. Table 2.3.3.1a compares reasons for rejection of blacks versus whites. Although there are

Table 2.3.3.1.a

Reason for Rejection of Blacks and Whites
Based on 167 Rejections
(See also Table 2.3.2.a)

	<u>Percent of Rejection</u>	
	<u>Black</u>	<u>White</u>
Client rejected TASC	19	25
No reason given	13	20
Screeners assessed as bad risk	12	12
DA would not release	9	6
Crimes of violence	9	4
Broke parole or probation	7	2
Sentenced to jail	2	7
Charges outside county	3	5
Out of town resident	2	1
No drug problem	2	4
Judge or attorney decided	5	1
non-TASC replacement better		
Other	17	13

some differences, the most notable thing is the similarity of reasons. That is, more blacks than whites are rejected but the distribution of reasons is rather similar.

This same difference was noted in last year's final report (page 2).

2.3.3.2 Sex

Table 2.3.3.a also shows that about 80% of the persons screened are male and that this ratio holds across rejection or referral. Last year's report found that women were underscreened relative to their representation in the arrested population. We do not have the data needed to check this finding.

2.3.3.3 Drug Use

THE PRIMARY DRUG USED BY A MAJORITY OF PERSONS SCREENED BY TASC IS HEROIN. (See Table 2.3.3.a) SECOND MOST POPULAR IS EITHER ALCOHOL OR MARIJUANA FOLLOWED WITH LESS FREQUENCY BY AMPHETAMINES AND BARBITURATES. Of course, for the poly drug abuser, heroin is more likely to be listed as the primary drug than, for example, marijuana when both are used. PERSONS USING HEROIN ARE MORE LIKELY TO BE REJECTED THAN THOSE USING OTHER DRUGS BUT THE DIFFERENCE IS NOT DRAMATIC. 58% of those referred had heroin as the primary drug compared to 67% of those rejected.

Table 2.3.3.a

Primary Drug Use

	No. <u>Screened</u>	<u>Percent of Use as The Primary Drug</u>					
		<u>Heroin</u>	<u>Alcohol</u>	<u>Marijuana</u>	<u>Ampheta.</u>	<u>Barbit.</u>	<u>Other</u>
Persons Screened	550	58	14	14	4	3	7
Persons Rejected	162	67	12	10	3	1	7
Clients Referred	387	55	15	14	5	4	7

The reasons for rejection of heroin user and non-heroin users do not differ greatly. Table 2.3.3.3.b shows that they are mainly similar. A few differences are notable. Not surprisingly non-heroin people were less likely to be assessed as bad risk by the screeners and more likely to be released by the D.A. Heroin users were more likely to have been rejected due to violent crime.

Table 2.3.3.3.b

Reason for Rejection of Heroin users Compared to Non-Heroin Users

(Based on 109 heroin users and 85 non-heroin users classified by primary drug)

	<u>Percent of Rejection</u>	
	<u>Heroin Users</u>	<u>Non-Heroin Users</u>
Client Rejected TASC	18	21
No reason given	14	20
Screeners Assessed as Bad Risk	14	9
DA wouldn't release	9	5
Crimes of violence	9	1
Broke parole or probation	6	4
Sentenced to jail	6	5
Charges Outside County	3	6
Out-of-town resident	2	2
No drug problem	0	6
Judge or attorney decided non-TASC placement better	4	1
Other	15	20

2.3.3.4 Prior Arrests

AS SHOWN IN TABLE 2.3.3.4a, REJECTED PERSONS HAD A WORSE PRIOR ARREST RECORD THAN DID THOSE REFERRED AND THIS WAS TRUE FOR THREE YEARS PRIOR TO SCREENING. These differences, however, are very small. It would appear from the Table that each group had a gradually worsening record during these three years. While that would be expected, the data are simply not adequate to support that conclusion. This is a young population with average age 23.5 years. Therefore, the smaller number of arrests in earlier years may simply mean that they were juveniles on whom arrest records were unavailable.

Table 2.3.3.4a

Number of Prior Arrests Per Person Per Year:
Adults Only

	<u>Number</u>	<u>1974</u>	<u>1975</u>	<u>1976*</u>
Screened Adults	476	0.81	1.23	1.94
Rejected Adults	144	0.84	1.25	1.99
Referred Adults	330	0.78	1.22	1.90

*Some 1976 arrests may not be prior to screening.

3. EVALUATION OF EFFECTIVENESS

This section is designed to evaluate the effectiveness of TASC in meeting the general goals of decreasing drug use and criminal activity in those clients it refers into treatment programs. We will do this by examining rearrest and failure rates during treatment and rearrest rate, drug use, school or job involvement and subjective impressions of TASC, after leaving the program.

Table 3.a shows the distribution of clients once they are referred by TASC. This table reflects total TASC figures for each category rather than the numbers in our sample.

Table 3.a

Disposition of Clients within TASC

	<u>Number</u>	<u>As a Percent of Persons Screened</u>	<u>As a Percent of Clients Referred</u>	<u>As a Percent of Clients no Longer Active</u>
Persons screened	950	100		
Persons rejected	484	51		
Clients referred	466	49	100	
Active clients	150		32	
Clients no longer active	316		68	100
Completion	98		21	31
Terminations	167		36	53
Discontinu- ations	51		11	16

3.1 Effectiveness Measured During Treatment

One TASC goal is that "TASC will maintain failure and rearrest rates which are at least on even par with national averages (34% failure rate, 10% rearrest rate) during the grant period. These figures apply to individuals only for the period while they are TASC clients." (TASC Continuation Grant Application, page 47.)

We will assess the degree to which this goal has been achieved.

3.1.1 Rearrest Rate

According to the most recent Quarterly Report (December 31, 1977) the portion of the goal pertaining to rearrest rate has been achieved. This figure is computed by the formula:

$$\text{Rearrest Rate} = \frac{\text{Arrests During Treatment}}{\text{Total Referred}}$$

In figuring this, traffic offenses and public inebriation were excluded at the direction of LEAA. Also excluded are arrests of juveniles even though juvenile clients are counted in the total number referred. We followed this same practice in order to have our figures comparable to those of TASC but still arrive at a rate of 15%. This is due to the fact that TASC counts arrests which they judge to be "good arrests." They exclude cases in which the case was dropped for other than technical reasons. Also they do not count arrests if the offence occurred prior to treatment even though the arrest occurred while in treatment. We are not critical of these decisions but suspect that they necessitate some subjective judgments. Table 3.1.1.a shows our figures which also exclude juvenile arrests, but treat all arrests as valid.

Table 3.1.1.a

Total Rearrests in Treatment (Actives included)

	<u>Number</u>	<u>Percent</u>
Total Sample	400	100
Total Persons Arrested from		
Interview to Exit	120	30
Persons Arrested After Referral	83	21
Persons Arrested after Referral		
DUI and Public Drunk Excluded	60	15

3.1.2. Evaluation of Failure Rate

A failure rate of not over 34% is included in the goal referred to in section 3.1. The December 31, 1977 Quarterly Report states: "The national termination rate is 34% and Nashville TASC has a failure rate of 36%; this is not significantly higher (p.2). Using TASC's formula:

$$\text{Failure Rate} = \frac{\text{Total Terminated}}{\text{Total Referred}}$$

we also get 36%. However, we believe this method of computation is somewhat conservative since all actives are included in the denominator. This implies

the unrealistic assumption that none of the current group of actives will be terminated. An alternative would be to count a person who has finished the program, but this gives too high an estimate since terminations on the average leave sooner than completions. In view of the fact that the failure rate has not risen since last year, even though actives are now a smaller portion of the total, it appears that the 36% rate may stand. We judge this to be within an acceptable range given the goal of 34%.

3.1.3 Evaluation Based on Other Treatment Data

We would have liked to have reported on the progress in treatment based on such variables as number of sessions attended or missed, number of urinalyses positive or missed, drug habit, psychological health and drug habit. As shown in Table 3.1.3.a, the level of missing data did not permit any meaningful analysis of these variables.

3.2 EFFECTIVENESS AS MEASURED AFTER TREATMENT

This section will report on two methods of evaluating success based on post treatment measures.

3.2.1 Rearrest Rates Measured After Treatment.

In order to measure post treatment arrests, those clients screened in 1976 were selected. In order to make a comparison with persons not screened by TASC two random samples were drawn from the police arrest records, one group arrested for property crimes the other for drugs. Both were selected from the period September, 1975, to September, 1977, with an average date of September, 1976. This made the TASC sample and the two non-TASC samples comparable in terms of initial screening or arrest dates. Table 3.2.1a shows 1977 arrests for these groups. Table 3.2.1b compares the same subjects on number of prior arrests.*

IT IS CLEAR FROM TABLE 3.2.1b THAT PERSONS SCREENED BY TASC REPRESENT A HIGHER RISK GROUP THAN THE GENERAL POPULATION OF ARRESTED PERSONS FROM WHICH THEY ARE DRAWN. PERSONS REFERRED BY TASC HAVE SLIGHTLY BETTER ARREST HISTORIES THAN THOSE REJECTED BUT STILL FAR WORSE THAN THOSE NOT CONTACTED.

Table 3.2.1.a

Rearrest Rates Among Adults Screened by TASC and Random Samples of
Adults not Screened*

	Number	Number of 1977 Arrests per person	% of Persons with different numbers of arrests			
			0	1	2	or more
Persons not screened	201	0.74	55	31	14	
Drug Arrests	100	0.76	55	29	16	
Property Arrests	101	0.72	55	33	12	
Persons Screened	221	0.97	43	28	30	
Rejections	68	0.68	47	26	26	
Non-Rejections	153	1.02	41	28	31	
Completions	35	0.47	51	40	9	
Terminations	101	1.25	33	26	42	
Discontinuations	17	0.82	65	18	18	

*Persons in these samples were selected around an average arrest or screening date of September 1976. All rearrests occurred in 1977.

Table 3.2.1.b

Prior Arrest History for Adults Screened by TASC in 1976 and Two
Comparison sets of Non-Screened Adults*

(This table is based on the same subjects as those in
Table 3.2.1.a)

	Number	<u>Number of previous arrests per person</u>	
		<u>1974</u>	<u>1975</u>
Persons non screened	201	0.28	0.54
Drug Arrests	100	0.23	0.49
Property Arrests	101	0.33	0.58
Persons Screened	221	0.95	1.43
Rejections	68	1.08	1.61
Referrals	153	1.00	1.34
Completions	35	0.76	0.97
Terminations	101	0.83	1.50
Discontinuations	17	1.58	1.18

*Table 3.2.1.b looks very much like Table 2.3.3.4.a and presents some similar data but includes all the adults in the respective groups while Table 3.2.1.a includes only those screened or selected in 1976.

Table 3.2.1.c is designed to be used with these two tables and shows ratios of arrests among various groups. Note that for 1974 and 1975 the referred group had 3.57 and 2.48 times as many arrests as the random (non-screened) group, and 0.93 and 0.83 as many as the rejected group.

Table 3.2.1.c

Comparison of Arrest Ratios of TASC Clients to
Those of the Random Sample

A Comparison of Ratios of TASC Clients' Arrests to those of Non-TASC Clients.

	<u>Prior Arrests</u>		<u>Rearrests</u>
	<u>1974</u>	<u>1975</u>	<u>1977</u>
Referred: Random	3.57:1	2.48:1	1.38:1
Completions: Random	2.71:1	1.80:1	0.64:1
Terminations: Random	2.96:1	2.78:1	1.69:1
Discontinuations: Random	5.64:1	2.19:1	1.11:1
Rejections: Random	3.86:1	2.98:1	0.92:1
Referred: Rejections	0.93:1	0.83:1	1.50:1
Completions: Rejections	0.70:1	0.60:1	0.69:1
Terminations: Rejections	0.77:1	0.93:1	1.84:1
Discontinuations: Rejections	1.46:1	0.73:1	1.21:1

The three tables lead one to the same conclusion. Persons referred to TASC have worse arrest records than the random group both before and after treatment but the difference is less after treatment. That is, the referred group improves relative to the random group with a ratio of only 1.38 to 1 in 1977. This is a dramatic improvement. The only group that improved more was the rejections. The rejections improve most compared to the random group but also improve more than any of the referred groups including completions. There are two factors which make the interpretation of the data difficult. One is that the worse a person's record, the more likely it is that they will be incarcerated therefore unable to be arrested in the next year. There is also a statistical reason called regression toward the mean. The further a group is from the mean when selected, the more they are likely to move toward the mean by the next time they are measured. Applied here this

means that persons selected to have poor arrest records are likely to improve more than those with more moderate arrest records regardless of the application of any treatment. This does not say the worst tend to end up best, only that the worst and best tend to move toward the average.

ANOTHER CONCLUSION IS THAT, AMONG PERSONS REFERRED, COMPLETIONS HAVE BY FAR THE LOWEST ARREST RATES AT ALL POINTS. This is true in spite of the bias in favor of other groups imposed by the fact that they are more likely to be incarcerated and therefore unable to be rearrested.

Another way to evaluate the effect of TASC is to examine the types of arrests which occur to each group before and after treatment. Table 3.2.1.d shows the ratios of various types of arrests afterward compared to those before for both random samples and for rejections, completions, and terminations.

Table 3.2.1.d

Ratio of Types of Arrests After TASC
To Those Before (For Non-TASC
People, After to Before That
Time Period)

<u>Type of Arrest</u>	<u>Persons Not Screened</u>		<u>Rejected</u>	<u>Terminated</u>	<u>Completed</u>
	<u>Drug</u>	<u>Property</u>			
Violent	1.3	.8	.7	.9	.7
Property	1.0	1.0	.8	.9	.9
Drug	.7	0.0	1.1	.6	.6
Alcohol	2.6	1.0	1.6	3.0	4.5
Other*	1.2	2.0	2.4	2.3	2.2

*Prostitution, Family Law, Disturbing the Peace, Vandalism, Other

One clear observation is that both groups of TASC clients use less drugs and more alcohol after treatment. Completions are involved in less violent crime.

3.2.2 Interview Data

In order to collect additional data on the effectiveness of TASC, a sample of 100 clients (50 completions and 50 terminations) were randomly drawn from TASC files using the criteria that completions should be reviewed 3 to 6 months after treatment and terminations reviewed 6 to 12 months after screening.

We attempted to contact each client for a telephone interview. In many cases this involved a long search by means of parents, former employers, friends, parents' employers, etc. Sixty-two others were contacted. After a successful contact the former client was asked for an interview. Only three refused. Following the interview, the client was asked for permission to contact a collateral: parent, employer, spouse, etc. Only 7 refused. In 15 cases the collateral was contacted and interviewed after efforts to locate the former client had failed. Table 3.2.2a shows the breakdown on who was contacted. After completing the interviews we found that 4 clients had been reclassified by TASC as rejected or active. This left 90 completions or terminations in the interviewed sample. 45% of all completions and 28% of all terminations were interviewed. We judge that the samples are sufficiently large and representative to generalize to the rest of the non-interviewed clients.

Table 3.2.2a

Information Source for Interviewed Sample

	<u>Total</u>	<u>Completions</u>	<u>Terminations</u>	<u>Other</u>
Client and Collateral	55	28	24	1
Client Only	7	5	2	
Collateral Only	5	4	1	
Collateral Only-- Little Information	10	3	7	
Refused Interview	3	1	2	
Incarcerated	14	2	9	3
Total Contacted	94	44	46	4
Unable to Contact	6		2	

One needs to face the issue of the validity of this data. Each client and each collateral were given strong assurances of confidentiality. In 89% of cases the client interview was checked with a co-lateral interview. There was close agreement among the two sources on the employment data. On the drug questions the clients nearly always reported more usage than the co-lateral was aware of or willing to report, particularly with use of marijuana. Nevertheless we expect more inaccuracy on this data than on employment data. It also seems to us that the employment data serve as a check on the drug data. Even though we may question the validity of the drug data on an individual, if a person is working or attending school full-time this probably suggests a level of functional competency which can be interpreted as saying that either that individual does not have a serious drug problem or is at least managing to maintain some of the normal measure of competent function in our society.

3.2.2.1

TABLE 3.2.2.1a SUGGESTS THAT DRUG USE IN BOTH GROUPS IS WAY DOWN AND HEROIN USE IN PARTICULAR IS WAY DOWN COMPARED TO PRE-TREATMENT LEVELS. This was true for those terminated as well as for completions. This rather surprising, although encouraging, result fits our subjective impression in interviewing clients. Most were working and many spoke of not "messing with any more hard drugs." Several said there just does not seem to be a lot of heroin use going on now. If this is so, it is not clear how much is due to treatment and how much to broader trends in Nashville.

Table 3.2.2.1a

Percent of Completions and Terminations
Using Various Levels of Drugs

	<u>Completions</u>	<u>Terminations</u>	<u>Combined</u>
Marijuana			
High--Daily	11%	40	24
Medium--3-6/week	24%	20	22
Low--2 or less/week	65%	40	54
Alcohol			
Daily or 2 Drunks/week	24%	16	21
Low--6 or fewer times no more than 1 drunk/week	76%	84	79
Other Drugs			
High--2 or more of Heroin/week More than 5 of other Drugs	0	19	9
Medium--Any Heroin, 1-5 other	8	3	5
Low--No Heroin, less than once a week of other	92	78	86

ANOTHER FINDING IS THAT WHILE GENERALLY TERMINATIONS USE MORE DRUGS THAN COMPLETIONS, THE COMPLETIONS DRINK MORE ALCOHOL. This was found for both groups in Table 3.2.1.d.

3.2.2.2 Employment and/or Education

Table 3.2.2.2.a shows employment status at the time of the interview for completed or terminated adults and juveniles. According to this table, 55% of these clients are involved full time in work or school. 3% are working part time and 31% are unemployed. We assume that most of the missing data also indicate unemployment. Just prior to screening (see Table 3.2.2.2.b), 52% were working or in school with missing data equal to 6%. For the future completions this figure was 66% and for future terminations it was 46%. At follow-up time, these figures had changed to 68% and 43%, a relatively small improvement for completions and loss by terminations. 20% of the terminations and only 5% of the completions are incarcerated at the time of the interview.

Table 3.2.2.2.a

Former Clients Working or in School

	<u>Completions</u>		<u>Terminations</u>		<u>Combined Percent</u>
	<u>Juveniles</u>	<u>Adults</u>	<u>Juveniles</u>	<u>Adults</u>	
Full Time Work:					
Part Time School	0	1	0	0	1
Full Time School:					
Part Time Work	5	1	1	0	8
Full Time School	1	2	1	0	4
Full Time Work	3	17	3	15	42
Part Time Work	1	0	0	2	3
Unemployed	4	3	1	9	19
Unemployed and In Jail	0	2	1	8	12
Missing Data	0	4	0	5	10
Totals	14	30	7	39	100

AT BOTH POINTS, SIGNIFICANTLY MORE COMPLETIONS THAN TERMINATIONS WERE EMPLOYED OR IN SCHOOL. TREATMENT DOES NOT SEEM TO HAVE MADE A DIFFERENCE IN EITHER RATE OF EMPLOYMENT OR RELATIVE EMPLOYMENT LEVELS OF COMPLETION VERSUS TERMINATIONS. It is worth realizing that with or without TASC intervention, arrest, frequently followed by some period of incarceration, is likely to have caused considerable disruption in the lives of the arrested persons including the loss of existing jobs.

Table 3.2.2.2.b

Percent of Persons
Employed or In School Just Prior to Screening

	<u>Completions</u>	<u>Terminations</u>	<u>Combined</u>
Working	41	35	37
In School	12	8	9
Both	13	3	6
Neither	28	47	42
Missing Data	6	6	6

3.2.2.3 Subjective Impressions of TASC by Interviewed Clients

Appendix contains a compilation of comments by clients and collaterals which were made during the interviews. While it would be difficult to process these in objective manner, some themes do seem worth citing.

The strongest observation is the presence of mostly positive comments some of which are exceedingly favorable,

- TASC probably saved my life.
- TASC and the system "saved my child's life".
- Helped me a lot. Helped me get psychological help, that was causing me other problems. I was really at a time where I needed help, had a very good counselor.

Some persons saw little value to the program.

- Not that helpful, mostly did on own. Don't think they did anything for me. No value to TASC.
- Wish I hadn't gotten involved with it. Was one more thing over my head during probation.

A few expressed concern over TASC's continuation.

- Sure hope they don't discontinue TASC. They need something.

Several clients saw TASC primarily as a way to get out of jail.

- First impression great cause they got me out of jail. Gave me time to deal with problem rather than being in jail. Got to have your mind made up to quit.
- Just went 'cause I had to. Same with therapy, jail otherwise. High at treatment so didn't help.

Parents sometimes mentioned the importance of someone who cared. Clients often cited their relationship with an individual caseworker.

- Luke O.K., got me a job, helped a lot.
- He thinks things out now. Often asks how could Tal handle this. Had a real problem with him. Tal was above board and went out of his way to help. Tal had him into his home and gave him great guidance. He really saw Tal as a father figure. Tal was/is the important male influence in his life.
- Good program, helped me to be stronger and more assertive. Could talk to Phyllis Birch on problems.
- Got in to get out of jail. Liked Les, think he went to bat for me. Don't think it helped me stop shooting. More related to meeting new husband.
- TASC was very helpful with job, money, helped me budget, Les did this. Really good program. Sure hope they refund TASC.

A few persons spoke of TASC foul-ups.

- Angry at TASC. Case worker never met him. Seems like TASC was pretty insensitive. His aggravation with them caused him to be belligerent. Not V.U. program, that helped.
- Pretty angry at termination. Had no contact with case worker before termination. Change of friends since program. Makes you real proud to kick habit. Tried to help friends and lost them as friends.

And finally many comments gave insight as to the life of the client now.

-Good program, He's pretty O.K. now.

-I was doing lots of illegal stuff then, now "try to keep my nose clean". Darn good program.

-Thought going to a psychologist was silly. Hectic now, but better.

-Haven't enjoyed being with son this much in years. Son really makes an effort, like he calls and asks mother out to lunch.

-"I know that part of my life is over"

4. COST BENEFIT ANALYSIS

In assessing the cost benefits of the TASC program, a comparison was made among four tracks representing estimates of the flow of individuals through the criminal justice and treatment systems over a one-year period:

1. TASC Track: Represents the flow through the criminal justice and treatment systems of individuals referred to treatment by TASC.
2. Realistic Jail Track: Represents the flow in and out of jail of individuals with arrest histories similar to TASC clients.
3. Total Jail Track: Represents individuals who remain in jail during the entire year.
4. Total Street Track: Represents individuals with per-diem drug costs the same as that professed by TASC clients, who remain free during the entire year.

The focus will be on the TASC Track and the realistic jail track, since they represent our best estimate of what actually happens.

As shown in Table 4a, the overall finding is that TASC is less costly than the realistic jail track (16-17% less costly), and, if assumption (2) is made, less costly than the ideal jail track. The street track is by far the most expensive to society.

It is the judgment of the evaluators that the basic reason for TASC being less costly is the reduced rearrest rate experienced by TASC clients in comparison to arrested individuals who do not go through TASC (the comparison group of drug and property crime arrestees). This reduced rearrest rate appears, in part, to be a function of the greater duration of control experienced by TASC clients (285 days including treatment and jail time) in comparison to the control experienced by the comparisons (186 days of jail time).

Any cost-to-benefit analysis forces the evaluator to make many judgments. We have tried to use the best data available to do this. In spite of this, there were times when we had to make assumptions which go beyond the data. We have attempted to state these as clearly as possible so that a reader may fully understand the basis of the judgments and can directly challenge the assumptions.

Table 4 a

Summary of Social Costs by Track

	<u>Assumption 1*</u>	<u>Assumption 2</u>
Track 1: TASC	\$10,574	\$7,278
Track 2: Jail-Street	\$12,717	\$8,617
Track 3: Jail		\$ 8,878
Track 4: Street		\$52,341

*See Section 4.2.1 for assumptions.

4.1 Values used in computation. In arriving at these values, the following cost benefits were used:

Cost of Rearrest	\$564	
Cost of Treatment	13.35/day	
Cost of the TASC Referral	694/person	*Since "costs" were
Jail Cost	24.66/day	determined, earnings
Street Crime Cost	143.40/day	(a benefit) were
Earnings in TASC	(4.55/day)*	given negative values.
Earnings while not in jail, treatment or on a crime spree	(14.00/day)*	

4.2 Assumptions. Also the following assumptions were made:

4.2.1. Duration of criminal activity: Prior to a first or second rearrest it was assumed that the individual had been engaging in crime for (a) 60 days (assumption 1) or (b) 30 days (assumption 2). If the duration of criminal activity overlapped with time in TASC, then it was assumed that no more than 20 days of TASC time involved criminal activity. Example: If an individual was rearrested 30 days following termination, completion, or discontinuation by TASC (using assumption 1, 60 days), then the total duration of criminal activity would be 30 days (post TASC) plus 20 days (TASC) or 50 days.

4.2.2 Duration of jail stay:

Based upon data gathered on individuals arrested between July and December, 1975, the average jail stay for any one arrest, as of 1 January 77, was 84 days. Therefore, an individual was assumed to spend that much time in jail for each arrest.

TASC clients were estimated to have spent only 57 days in jail on their "screening" arrest, since their TASC contact allowed them an earlier release.

4.2.3 Development of the four tracks. For TASC clients, the rearrest figures were based upon the average figures for 1977. TASC completions, for example, had a .47 arrest rate for 1977. Therefore, they were broken into two sub-tracks, one representing the 53% who it was assumed had no rearrest and one representing the 47%, who had one rearrest. The rearrest was assumed to occur six months after the initial arrest. For sub-tracks of individuals having two rearrests, the rearrests were assumed to occur four and eight months following the initial arrest. The TASC clients used were completions, terminations, and discontinuations. Active clients were excluded. Completions represent 31% of total, terminations 53%, and discontinuations 16%.

The "realistic jail track" represented individuals who were like TASC clients but did not go to TASC. Their rearrest rates were computed based upon the 1975 rates for TASC clients. This takes into account the fact that 1976 was a high-activity year for TASC clients and not necessarily representative of their level of criminal activity. Also, it assumes no rehabilitation took place, so that they maintain the same level of criminal activity in 1977 as in 1975. This, in fact, occurred with the property and drug non-TASC comparison group.

4.3 Method of Analysis

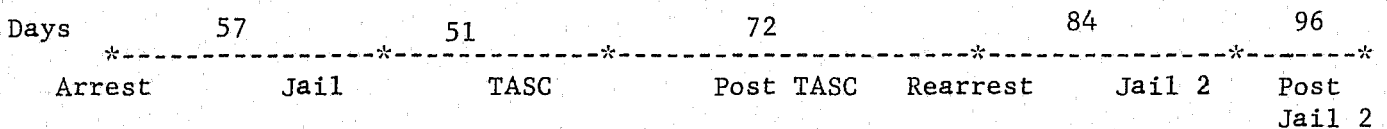
Estimates were made of the time spent in three situations for the TASC track and the realistic jail-street track: (1) time in jail, (2) time as a TASC client, and (3) time free of criminal justice or TASC control. In each situation a cost was determined.

Jail: The jailing cost was assessed to be the per-diem rate (24.66) multiplied by the number of days in jail.

TASC: The cost of time in treatment was estimated based upon: (1) treatment cost, (2) earnings while in treatment, (3) cost of TASC referral, and (4) criminal activity cost, if applicable.

Free: The cost of time not in TASC or Jail was based upon (1) earnings, (2) criminal activity costs, if followed by a rearrest, and (3) rearrest cost.

Within each of the comparison tracks, there were sub-tracks, representing some of the major contingencies. The following schematic shows the sub-track of the typical TASC client who was terminated and rearrested once:



Costs (60-day assumption) for Above Track

Jail	\$ 1406
TASC	
Treatment	681
TASC Referral	694
Earnings	-232
Criminal Activity	0
Post TASC	
Earnings	-168
Criminal Activity	8604
Arrest	564
Jail 2	2071
Post Jail 2	<u>-1344</u>
Total	\$12,276

Other tracks and sub-tracks follow the same format.

Table 4.4a

More detailed comparison: TASC vs. Realistic Jail Track (60-day Assumption)

	<u>Jail Time</u>		<u>TASC Time</u>		<u>Free Time</u>		<u>Total</u>	
	<u>Days</u>	<u>Cost</u>	<u>Days</u>	<u>Cost</u>	<u>Days</u>	<u>Cost</u>	<u>Days</u>	<u>Cost</u>
Realistic Jail Track	186	\$4,599			174	\$8,118	360*	\$12,717
TASC Track Total	136	\$3,354	89	\$2,656	136	\$4,570	361*	\$10,574
Completion (31%)	96	\$2,367	150	\$3,364	116	\$ 861	362*	\$ 6,592
Discontinuation (16%)	126	\$3,107	99	\$3,918	136	\$1,656	361*	\$ 8,681
Termination (53%)	162	\$3,995	51	\$8,860	147	\$7,619	360*	\$13,474

*Estimates based upon 360 day year. Variations are due to rounding errors.

4.4. Detailed comparison of TASC versus Realistic Jail Track. Table 4.4a depicts several interesting points:

(1) Among TASC clients completions have a lower per-diem treatment cost (cost/duration - per-diem treatment cost). Completions average \$22.40 per day whereas discontinuations average \$30.60 and terminations \$36.50 per day.

(2) TASC clients have less "free-time" than do the "realistic jail" clients, i.e., experience a longer duration under the control of the criminal justice system or TASC.

(3) Terminations are very costly for the TASC program, raising the cost approximately \$3,000 per individual over a year's period.

(4) Terminations have almost as much jail time as the "realistic jail" track.

5. ASSESSMENT OF PLACE OF TASC IN ITS ENVIRONMENT

5.1 Relations of TASC with Specific Criminal Justice and Treatment Agencies

In order for it to successfully carry out its role of intermediation between the criminal justice system and the treatment system, it was necessary for TASC to build working relations with agencies and individuals in both systems. The foundation for such working relations would appear to be reciprocity. TASC could provide services to other agencies in exchange for the working relations necessary to process their clients. The agencies with which TASC has interacted fall onto a continuum based upon their need for the services TASC has to offer.

Chart 5.1.a below gives a partial listing of the agencies and individuals TASC has contact with and the evaluator's assessment of the degree to which the services TASC has to offer are useful to the agency.

It is a central thesis of this chapter that the degree to which TASC's services were useful to an agency colored their perception of the overall value of TASC and of the relation they had with TASC. For example, the treatment centers have a high investment in the services provided by TASC, and not surprisingly, they have maintained fairly good working relations with TASC, with the exception of a brief period at the inception of TASC.

With the chart as a reference, some of the uses to which TASC has been put will be reviewed and the effect this has had on the agency's perception of TASC will be assessed.

5.1.1 Treatment centers. The treatment centers in the Nashville area use TASC as a major source of clients. For example, approximately 18% of the Meharry Alcohol and Drug (MADAP) clients are referred through TASC. Thus, TASC represents a direct subsidy to them, in that without TASC, they would have to divert some of their own resources to perform a part of the TASC function.

Of the functions that TASC performs, the treatment centers appear most pleased with the impact that TASC has had on the screening process. Prior to TASC the system for referring clients to treatment from the criminal justice system was very unsystematic. Each major treatment center had one person assigned (full or part time) as liaison to the courts, but there was little coordination between the treatment centers. Thus, many potential clients were missed, and others were given less than an ideal placement. Since the start of the TASC program, the system has been turned around. More people are being referred to treatment from the criminal justice system, at an earlier stage in the process, and to wider range of treatment programs and modalities.

The monitoring function has been perceived by some treatment agencies as less than helpful in its present form. As a power to sanction, TASC monitoring is seen as helpful. But its involvement on a daily basis with the clients and the treatment centers as been seen as pointlessly time-consuming occasionally, and even as interference with the therapy process in certain circumstances.

Table 5.1.a

Value of TASC Services to Specific
Criminal Justice and Treatment System
Agencies: Evaluators' Assessment

	<u>Low</u>	<u>Medium</u>	<u>High</u>
Treatment Centers			X
Public Defender			X
Private Attorneys			X
General Sessions Probations		X	
State Probation		X	
Pre Trial Release	X		
Pre Trial Intervention		X	
District Attorney General		X	
General Sessions Judges		X	
Criminal Court Judges	X		
5th Circuit Ct. Judge			X
Juvenile Court Judge			X

5.1.2 Public defender and private attorneys. The public defender's (PD) office and private attorneys defending drug clients have found TASC very useful, and as a result are highly supportive of the program. A crucial point in the positive relationship for defense counsels is that TASC offers the lawyers' clients an alternative to jail, increasing the lawyers' ability to serve the clients' interests.

Despite generally high marks, the defense attorneys have had some problems with TASC. One attorney mentioned that getting clients released through TASC was more difficult than getting them released through PTI, since TASC was not viewed as favorably by the judges. He tended to use TASC in those situations in which PTI declined to accept his client. (This, in fact, seems an appropriate way to use TASC.)

Another problem that has surfaced from time to time is that there have been inadequacies in the information flow from treatment through TASC to the attorneys. An example given by one lawyer was that he was once seriously embarrassed in court due to his acceptance of TASC reports at face value. He had received three reports from TASC indicating the client's satisfactory progress in treatment. Yet when he appeared in court regarding a petition for a suspended sentence for his client, he found out that the client had not done well in treatment at all, and had, in fact, been terminated.

5.1.3 Allied diversion programs (PTR, PTI, General Sessions Probation, State Probation). TASC has the potential to be moderately useful to these programs, a potential that has not been used to its fullest extent. The usefulness of TASC to these allied agencies seems to rest with the special knowledge and skill TASC possesses regarding drug abusers and the treatment system, and the good rapport TASC has with its drug clients.

PTR apparently has guidelines which eliminate drug abusers from serious consideration for release through their program, given the high risk level that a drug abuser represents. However, TASC has argued, unsuccessfully, that with the strict monitoring it provides, and with the beneficial effects of treatment, many drug clients can be brought into the same risk category as the other PTR candidates. However, even if PTR were to buy the "risk" argument, its cost-benefit figures would suffer if many drug clients were released through its program, since the drug abuser's labor force participation is less than desirable, and since he/she would be attending treatment--a resource-consuming (investment) rather than resource-producing activity. Also, TASC clients generally waive their right to a speedy trial, resulting in long delays until the court date and increasing the likelihood of a failure to appear.

PTI at one time used TASC to place minor offenders arrested on a drug charge. However, that program has been suspended. The relationship while that program existed was apparently a good one. The only complaints involved differences in judgment as to whether a client should be placed in community service or in treatment.

The probation agencies use TASC on an ad hoc basis. If TASC has been working with a client prior to his/her being placed on probation, the work-up of TASC is often used by the probation officer. Often, general sessions probation officers will refer clients to treatment through TASC. This is done less often by state probation personnel. Cooperation between TASC and probation is generally good, but the working relations between them are not systematic, depending more upon the proclivities of the individual probation officer involved in a case.

5.1.4 District Attorney General (DA):

The usefulness of TASC to the DA's office is limited in comparison to its usefulness to most of the above mentioned agencies or individuals. However, it does seem to offer the DA a plea bargaining option in cases in which either the case is weak or the charges minor. As a result, an unexpected impact of TASC may be to retain suspected offenders under the control of the criminal

justice system for a longer period of time than they would have been without the existence of TASC. In other words, in cases in which the case against the client is weak, the pre-TASC decision may have been to drop the charges, whereas, with TASC, the individual may be sent to treatment in a probationary-like status. Further, it would seem that TASC could be very useful on first offender drug cases, where treatment seems far more desirable than prosecution.

In general, the DA's assessment of TASC was mixed, citing the need for such a program, but also indicating there were serious problems with its design and functioning. A major problem that the DA's office had involved the previous method of reporting. The DA's wanted specific information on dirty urines, missed appointments, and the like, whereas TASC was supplying them with a more general report without going into specifics.

A special problem regarding reports was discrepancies between what the most recent report indicated, and the actual status of the client. A few instances of this coupled with a general vagueness in the reports tended to create a mistrust of the information supplied by TASC.

The DA also felt that some of the problems with TASC resulted from the screener-monitor split. He thought that one individual performing both functions would provide more responsiveness to the courts.

5.1.5 Courts:

The general sessions judges and the 5th Circuit Court judge have found TASC very useful. TASC has provided them with an option intermediate to incarceration and release for drug and alcohol abusers. Due to their large case load, and the minor nature of many of the cases processed through them, they (1) lack information on the individuals coming before them and (2) seek alternatives to incarceration. TASC offers them both. The additional information comes from the TASC case work-up, and the alternative to incarceration is the TASC treatment referral.

The creation within the past year of a General Sessions Probation Department may have decreased, somewhat, the usefulness of TASC to the general sessions judges. Yet there is apparently still perceived to be a need for the type of specialty services TASC provides.

The 5th Circuit Court under Judge North is now using TASC to screen and refer DUI cases and to monitor the reporting by the treatment centers. TASC was, in fact, sought out to perform this service. Apparently Judge North is satisfied with the services now being provided by TASC and finds this quite useful.

The criminal court judges have less use for the TASC program. The cases reaching their court are more serious, and they have the resources of the state probation office. In addition they have a long-time working relation with many of the probation officers and feel them to be more under their control. In this setting TASC is seen as a confusion factor, and not as trusted as their probation officers. Thus, at the criminal court level, TASC has not gained acceptance, but only tolerance at best.

Treatment itself gets mixed reviews from the criminal court judges. Judge Draper admits that the only reason he ever sends anyone to treatment is because the jails are too full. Judge Cornelius, while apparently having some regard for treatment, has an extremely poor working relationship with TASC, and will sometimes by-pass TASC in sending defendants to treatment.

Juvenile Court is always searching for options to incarceration, with the result that TASC is very useful to them. They seem to be well pleased with TASC's functioning and at the time of this report, it appears that Juvenile Court might hire two TASC workers onto their staff to continue the function that TASC currently fulfills as a separate agency.

5.1.6. Summary. To summarize this section of the report, all agencies with which TASC has dealt have experienced some problems with TASC, a not-unexpected phenomenon when the interviewer solicits comments on problems, but generally the problems described were what might be called "start-up" problems: problems related to the inexperience of a new program. However, the agencies which have overcome these problems with TASC are the ones for which TASC has a useful service to offer. The others (mainly criminal court judges and to a lesser extent the DA's office) have had less to gain from cooperation with TASC, and thus have made little effort to find a common ground or to forget early mistakes.

5.2 Overall Issues in the Relations between TASC and Its Environment

5.2.1. Screening and referral: TASC has been most effective in its screening and referral function. Through specialization, TASC has developed an expertise with drug problems, and the treatment referral system, such that a rational and systematic referral process has been established. This expertise is now being applied to the problem of alcohol abuse, and has received initial praise.

5.2.2 Trust:

TASC has apparently been ineffective in developing the level of trust within the criminal justice system that it needs to operate optimally. This lack of trust was reported by those supportive of the TASC program as well as those less supportive. There seem to be at least five reasons for this failure to build adequate trust.

1. Started too fast: As a result of TASC starting fast and big, the perception is that inadequate groundwork was laid for conducting a program with the high risk factor that TASC represents.

TASC was funded at a substantial level to begin full service operations immediately, and had a first-year goal of screening and referring a specified

number of clients to treatment. Furthermore, since it was filling a void in the diversion system, there was a demand backlog such that an ample supply of potential clients was readily available.

Thus, given the pressure to refer clients and the ready supply of clients, TASC moved ahead fairly rapidly in hiring a relatively large staff and beginning operations. Inevitably, there were mistakes due to inexperience, which have been hard to overcome.

2. Treatment bias: TASC is perceived in some quarters to be a liberal agency whose natural sympathies lie with the defendant, and who, as a result, would try to protect their clients in the manner of defense counsel. This has resulted in the information they report and the program they represent being mistrusted. Furthermore, the high risk level of the clients they are willing to take has compounded the issue against them.

3. Reporting: Under the reporting system used until recently, TASC acted as a filter between treatment and the criminal justice system. Negative events were not necessarily reported unless they were very negative. This procedure became particularly troublesome for TASC because of several cases in which, because of a client's rearrest or failure, it was discovered that there were considerable discrepancies between the report that TASC sent out and the actual situation that held with the client. In addition, in some cases it was reported that very unfavorable reports were sent, but with no follow-up action taken. These problems may have resulted from (1) missing information on the report sent from treatment, (2) negligence, (3) a protective stance on the part of TASC, or (4) lag time between reports.

There was, in fact, a protective stance on the part of TASC. The rationale behind this stance centered on the confidentiality of treatment information and TASC's feeling that some judges and DA's would terminate a client for one indiscretion without taking into account the client's total situation.

A spot check of the records, comparing treatment reports to TASC with TASC reports to the criminal justice agencies did not reveal systematic overstatements of the client's progress, with one exception. Rather, there was at most some minor negligence regarding the thoroughness of the reports sent by TASC. In the one exception, it seemed that reports on clients who were ultimately terminated contained all the negative information from the treatment report, if anything being more negative than the treatment report. However, on clients that were ultimately successful completions, some negative items were omitted.

Also, there may be a delay between a client's performance deterioration, the submission of a report reflecting this, and action taken to terminate. In particular, a client can begin a sharp decline that runs its course in less than a month, the interval between required reports.

An indication of the degree of mistrust in the reporting of TASC is the frequency with which treatment personnel must testify in court regarding a TASC client's status. Apparently, the treatment staff court appearances are only slightly below the pre-TASC rate, a major disappointment for them, since most treatment agencies had thought that TASC would take over most court appearances for them.

4. Glaring mishaps: Rightly or wrongly, judgments of TASC have been influenced by TASC's handling of a few cases which became glaring mishaps, overlooking sometimes its day-to-day performance. Apparently, for many persons within the criminal justice system, the only instances of prolonged contact they have with TASC occur around problems, so that e.g., one or two bad performances form the basis for a judge's perception of the handling of all cases.

5. Education: TASC has apparently either not educated the judges and DA's as to the type of clients it accepts and the success-failure criteria it applies, or has failed to respond to the criticisms of those criteria which come from the courts or the DA's office. Generally, the courts and the DA's have felt that TASC should be handling minor drug offenders, whereas, TASC has been charged by its granting agency to handle serious drug abusers. Also, as mentioned above, TASC's success/failure criteria is not always agreed to by judges and DA's.

5.2.3 Efficiency:

TASC has been criticized by several individuals for having too much fat. One way to assess this charge is to compare TASC with other diversion agencies. In making this comparison, chart 2.1.5.a will be referred to.

In comparing the TASC drug operation with the operation of other diversion agencies, TASC has a lower case load than most of the other agencies. Therefore, a first impression is that they may be overstaffed for the job they are doing, or may not be using sufficient energy to seek out clients.

However, there are additional considerations. TASC generally takes a higher risk client than most of the other diversion agencies, requiring that greater control be exerted. For example, in a similar vein, general sessions probation has a higher case load than state probation, but state probation handles a higher risk client, generally. (Also, state probation may perform a larger screening function or be better funded). The question becomes to what extent does the higher risk client require more active case management on the part of TASC.

It is the assessment of the evaluators that the active monitoring conducted by the TASC drug program is not as necessary as it once was. Rather, TASC should monitor the treatment agencies to insure that they monitor the clients adequately. In other words, the evaluators agree with the consensus already reached elsewhere that the model TASC is using with alcohol clients is also adequate for drug clients, despite the drug clients' higher risk. The reason is that the treatment agencies increase the control of the TASC monitors through their therapeutic and reporting activities.

In the beginning, it was necessary for TASC to take a more active role in monitoring clients, in order to demonstrate to treatment personnel the standards that were to apply. Also, it was necessary in order to systematize the information flow between the criminal justice and treatment systems. However, the current monitoring required of TASC case workers would seem to consist of insuring that adequate monthly reports were filed and distributed to the criminal justice system, and as necessary, of applying the sanctions that TASC can exert as a back-up to the therapy program or to enforce the criminal justice standards.

APPENDIX A

List of Data Collected and
Categories used for Each

- | | | |
|-----|----------------------------------|---|
| 1 | CODAP# | |
| 2 | Disposition | <ul style="list-style-type: none">o) missing data1) rejected2) completed3) terminated4) discontinued5) active |
| 3-5 | Interview date | <ul style="list-style-type: none">3 month4 day5 year |
| 6 | Contact Source | <ul style="list-style-type: none">o) missing data1) conditioned bail2) juvenile court3) defense attorney4) agency5) probation6) bonding agency7) deferred prosecution8) jail docket, jail9) sentenced to TASC/ct. ordered to TASC10) parole11) other12) clients' relative |
| 7 | Living Arrangement | <ul style="list-style-type: none">o) missing data1) both parents2) one parent3) female/male roommate boy/girlfriend4) alone5) friend(s)/roommate(s)6) spouse (w/ or w/out children)7) children (minors)8) children (adults)9) others |
| 8 | Age at Interview Date (in years) | <ul style="list-style-type: none">o) missing data |
| 9 | Sex | <ul style="list-style-type: none">o) missing data1) male2) female |

- 10 Race
- o) missing data
 - 1) white
 - 2) black
 - 3) other
- 11 Resident of County
- o) missing data
 - 1) yes
 - 2) no
- 12 How long Resident
- o) missing data
 - 1) life
 - 2) 10 or more years
 - 3) 5-9 years
 - 4) 2-4 years
 - 5) 1 years
 - 6) under 1 year
- 13 Marital Status
- o) missing data
 - 1) single
 - 2) married
 - 3) common-law
 - 4) separated
 - 5) divorced
 - 6) divorced-remarried
 - 7) other
 - 8) widowed
- 14 Number of Children
- o) missing data
 - 1) no children
 - 2) one child
 - 3) two children
 - 4) etc
- 15 With Whom do Children Live
- o) missing data
 - 1) client (and any other person)
 - 2) spouse and not client
 - 3) parents of client
 - 4) relatives of client
 - 5) grown children on their own
 - 6) mother - not client's spouse
 - 7) mother - exwife(s)
 - 8) relatives of spouse
 - 9) others - nonrelatives/agency friends

- 16 Are Children on ADC
 0) missing data
 1) yes
 2) no
- 17 Amount of Money per Month
 0) missing data
- 18 Currently a Student
 0) missing data
 1) yes
 2) no
- 19 Highest Grade Completed
 0) missing data
 1) GED
 2) - on are actual grade
- 20 Ever in Military
 0) missing data
 1) yes
 2) no
- 21 Amount of Time in
 0) missing data
 1) 0-1 month
 2) 1-2 months
- 22 Ever Court Martialed
 0) missing data
 1) yes
 2) no
- 23 Type of Discharge
 0) missing data
 1) honorable
 2) general
 3) bad conduct (BCD)
 4) undesirable
 5) medical
 6) dishonorable
 7) still in service
- 24 Currently Unemployed
 0) missing data
 1) yes
 2) no
- 25 How Long Unemployed
 0) missing data
 1) 0 to 1 month
 2) 2 to 3 months
 3) 4 to 9 months
 4) 10 to 18 months
 5) 19 months to 3 years

- 6) 4 years to 7 years
- 7) 7 years and more

26 Drawing Unemployment

- 0) missing data
- 1) yes
- 2) no

27 If Employed - How Long on this Job

- 0) missing data
- 1) 0 to 1 month
- 2) 2 to 3 months
- 3) 4 to 9 months
- 4) 10 to 18 months
- 5) 19 months to 3 years
- 6) 4 years to 7 years
- 7) 7 years and more

28 Hourly Wage

- 0) missing data

29 How Long on Previous Job

- 0) missing data
- 1) 0 to 1 month
- 2) 2 to 3 months
- 3) 4 to 9 months
- 4) 10 to 18 months
- 5) 19 months to 3 years
- 6) 4 years to 7 years
- 7) 7 years and more

Drug data were added 3 times; principal, second, third

30 Drug - Principal

- 0) missing data
- 1) Heroin
- 2) Methadone (illegal)
- 3) other opiates and synthetics
- 4) Alcohol
- 5) Barbiturates and other sedatives
- 6) Amphetamines
- 7) Cocaine
- 8) Marijuana
- 9) Hallucinogens
- 10) Psychotropics (librium, valium)
- 11) inhalants
- 12) over-counter, non-prescription
- 13) Methadone (legal)
- 14) other
- 15) none

- 34-37 Second Drug
 This is a repeat of 30-33
 15) no second drug
- 38-41 Third Drug
 This is a repeat of 30-33
 15) no third drug
- 42 Cost Per Day of Habit
 0) missing data
 1) no money spent
 2) \$1
 3) \$2, etc.
- 43 Drug Dependent/Problem
 0) missing data
 1) yes
 2) no
- 44 Previous Drug Treatment
 0) missing data
 1) none
 2) yes, no type stated
 3) inpatient drug free
 4) inpatient chemotherapy
 5) outpatient drug free
 6) outpatient chemotherapy
 7) detox inpatient
 8) detox outpatient
 9) other; multiple treatments

Treatment data were gathered 3 times early, middle and late in the treatment process. 45-59 first treatment check.

- 45 Treatment Location - TASC Program
 0) missing data
 1) Meharry Alcohol & Drug Abuse Program
 2) MTMHI (Central State)
 3) Nashville Drug Treatment & Rehabilitation Ctr.
 Dede Wallace
 4) Vanderbilt Alcohol & Drug Abuse Program
 5) VA Hospital/Drug Treatment Center - Memphis
 6) Samaritan Center
 7) Dede Wallace Alcohol Program
 8) Counter-Attack
 9) minor offenders - public service not TASC client
 10) minor offenders - treatment
 11) other
 12) no treatment facility, just TASC monitored
- 46 Type of Treatment
 0) missing data
 1) inpatient detox
 2) detox

- 3) inpatient
 - 4) therapeutic community
 - 5) outpatient
 - 6) day program/therapy
 - 7) night group
 - 8) other
 - 9) initial evaluation
- 47 Sessions Scheduled (# plus 1)
0) missing data
1) none scheduled
2) 1 scheduled, etc.
- 48 Sessions Missed (Total #)
same code as # 44
- 49 Sessions Missed - Excused
0) missing data
1) none
2) 1
3) 2, etc.
- 50 Urines Dropped
0) missing data
1) none dropped
2) 1 dropped, etc.
- 51 Urines Positive
0) missing data
1) none positive
2) 1 positive, etc.
- 52 Urines Missed
0) missing data
1) none missed
2) 1 missed, etc.
- 53 Drug Habit
0) missing data
1-5) scale with 5 most favorable (drug free)
- 54 Psychological Health
0) missing data
1-5) scale with 5 more favorable.
- 55 Employment Motivation
0) missing data
1-5) scale with 5 high
- 56 Employment Status
0) missing data
1) full-time
2) part-time
3) not employed
4) not applicable

- 57 School
- 0) missing data
 - 1) full time
 - 2) part time
 - 3) not a student
- 58 Tone of Comments
- 0) missing data
 - 1) positive
 - 2) neutral
 - 3) negative
- 59 Time of This Observation Since Interview
- 0) missing data
 - 1) less than 1 month
 - 2) 1-2 months
 - 3) 2-3 months, etc.
 - 4) 3-4
 - 5) 4-5
 - 6) 5-6
- 60-74 Second Treatment Check
- This is a repeat of 45 to 59
- 75-89 Third Treatment Check
- This is a repeat of 45 to 59
- 90 Actual Total Time On Program
- 0) missing data
 - 1) less than 0-1 month
 - 2) 1-2 months
 - 3) 2-3 months
 - 4) 3-4 months
 - 5) 4-5 months, etc.
- 91-93 Finish Date
- 0) missing data
 - 1) still active/no date yet
- 94 Case Worker
- 0) missing data
- use same code as #59
- 96 Judges Name
- 0) missing data
 - 1) Birch
 - 2) Boone
 - 3) Cornelius
 - 4) Doyle
 - 5) Draper
 - 6) Earthman
 - 7) Leathers

- 8) Lynch
- 9) Mondelli
- 10) Robinson
- 11) Summers
- 12) Washburn
- 13) Clark
- 14) Doty
- 15) Peeples
- 16) Polk
- 17) Pulliam
- 18) Murphy
- 19) Wyatt
- 20) Gayden
- 21) Jenkins
- 22) Gray
- 23) North
- 24) Candish
- 25) Faimon
- 26) High

97

Reason for Case Closure

- 0) missing data
- 1) completion of program
- 2) death/drug related
- 3) death/other
- 4) quit going to treatment - missing sessions left site
- 5) joined armed services
- 6) client rejected TASC or joined TASC but never entered treatment
- 7) transferred residence treatment - legally no longer TASC client
- 8) uncooperative in treatment - rejected by treatment program
- 9) re-arrest & failure to report for or uncooperative in treatment
- 10) re-arrest only
- 11) sentenced to prison/jail
- 12) rejected, no reason given
- 13) juvenile turned 18 and left treatment
- 14) legal status change - suspended sentence charges dropped, no true bill
- 15) vague: no longer requires TASC monitor - further criminal processing - TASC can no longer assist
- 16) left town illegally - failed to contact TASC missed court appearance
- 17) re-arrest - TASC unable to obtain release
- 18) #'s 16 & 4 combined
- 19) failure to drop urines
- 20) rejected-crimes of violence/charges
- 21) D.A. won't release client-court order denied

- 22) needs psychological treatment rather than drug treatment
- 23) charges are often outside of Davidson County
- 24) broke parole or probation
- 25) has no attorney
- 26) screener assesses as bad client risk
- 27) sentenced to "time served"
- 28) has no drug problem
- 29) escaped
- 30) judge or attorney decided non-TASC placement better
- 31) out of town resident
- 32) screener decided added services would be redundant
- 33) P. O., judge, attorney - released client from TASC obligations
- 34) another agency took responsibility
- 35) contract finished - case manager decided to discontinue rather than complete
- 36) further criminal processing - bound over - "untouchable"
- 37) no reason given
- 99) active

98 - 101 Total # of Arrests for Year

	98	1974
	99	1975
	100	1976
	101	1977
102-104	102	month
	103	Day
	104	Year
105-107	Other Charges prior to TASC (not including arrest immediately prior to screening)	
	105	charge
	105	charge
	105	charge
108-117	Dates and charges of past screening arrests	
108-110	Date first post screening arrest	
	108	month
	109	day
	110	year
111	Charge 1	
112	Charge 2	
113-115	Date second post screening arrest	

- 113 Month
- 114 Day
- 115 Year

- 116 Charge 1
- 117 Charge 2

- 118 Charge at TASC screening
- 119 Charge at TASC screening

- 120 Legal Status at Entry to TASC
 - 1) pre-trial release pgm.
 - 2) ROR to _____
 - 3) ROR to TASC
 - 4) money bond
 - 5) other pre-trial court order
 - 6) transfer of custody
 - 7) other post trial order
 - 8) deferred prosecution
 - 9) parole
 - 10) probation
 - 11) other - combination and other

- 121-131 Interview Data
 - 121 Information Source
 - 1) unable to contact - no information
 - 2) contacted but refused interview
 - 3) some information from co-lateral
 - 4) client only
 - 5) co-lateral only
 - 6) both
 - 7) jail
 - 122 Family Contact
 - 1) not in contact
 - 2) less than 1 week
 - 3) frequent contact 1-7 times/week
 - 4) living with parents
 - 5) living with parents but periods away
 - 123 Employment
 - 1) unemployed 2 or more months
 - 2) unemployed under 2 months
 - 3) laid off temporarily
 - 4) part time work (under 30 hours)
 - 5) full time work
 - 6) full time school
 - 7) school and part time work
 - 8) full time work and school
 - 124 Weekly gross pay
in dollars
 - 125 Commitment to employment
 - 1) unskilled, little or no investment in this job
 - 2) semi-skilled or fairly committed to this job
 - 3) skilled or professional work or semi-skilled
and highly committed

126 Education

- 1) has not gone since TASC and doesn't plan to
- 2) not sure of plan
- 3) definite plan for further schooling
- 4) GED earned during or since TASC
- 5) finished high school during or since TASC
- 6) in school now
- 7) technical training during or since TASC
- 8) higher education during or since TASC

127 Use of Marijuana

- 1) none
- 2) 2 or fewer times per week
- 3) 3-6 times per week
- 4) daily

128 Alcohol

- 1) none
- 2) 2 or less/week and few if any, drunks
- 3) 3-6 or weekly drunk
- 4) daily or 2 or more drunks per week
- 5) heavy drinking

129 Other Drugs

- 1) none
- 2) occasional, less than once a week
- 3) 1 - 2 times per week
- 4) 3-4 per week non-heroin
- 5) more than 4 per week or Heroin 3-4 time per week
- 6) regular heroin

130 Impression of TASC

- 1) negative
- 2) mildly negative
- 3) mildly positive
- 4) positive

131 Trust in Reliability of Information

- 1) very sceptical
- 2) somewhat sceptical
- 3) somewhat confident
- 4) very confident

Data was also collected on two separate random samples of non-screened arrested persons; one arrested for property crimes, one for drug crimes. They were coded as follows:

1-4	Total Arrests
1	1974
2	1975
3	1976
4	1977
5-7	Charges prior to 1976
5	charge
6	charge
7	charge

8-17 Dates and charges after 1976

8-10 date
11 charge
12 charge
13-15 date
16 charge
17 charge

18-19 1976 charges. (These were the charges on which the case
was selected and may actually have been anywhere between
September 1975 and September 1977, but average September 1976.

18 charge
19 charge

Appendix B

Comments by Clients and Collaterals

The following comments represent an unedited collection of remarks about TASC and the treatment process. Those comments by collaterals* are so marked. No attempt was made to select or order these but a few very unclear ones were left out. These are not direct quotes, except as noted, but are as close to the words of the clients as we could write them down while not stopping the flow of the interview process.

Didn't see value of treatment center . . . for hard drugs, might make sense. Drug center on West End was good, TASC helped a lot, learned a lot. Les was helpful. Really didn't have to go to the treatment center that often. Just had to be there. No sense to it. Mixed feelings.

Pretty angry at termination. Had no contact with case worker before termination. Change of friends since program. Makes you real proud to kick habit. Tried to help friends and lost them as friends.

Collateral--angry at TASC. Case worker never even met him. Seems like TASC was pretty insensitive. His aggravation with them caused him to be belligerent. Not VU program that helped.

Not too much impression of TASC. Treatment was too restrictive, couldn't earn money.

Collateral--not much help.

Wish I hadn't gotten involved with it. Was one more thing over my head during probation.

Not so helpful to me, family was important. Good for others.

Used to do H. After the TASC thing, I got into drinking. Worthwhile, don't think I should have been locked up. I was working. TASC was good. Didn't result in disruption of my life. Random urines were good, kept me on track.

Not that helpful, mostly did on own. Don't think they did anything for me. No value to TASC.

Got some good from program (treatment). Had a lot of motivation myself. TASC was a mystery to me. Could be more flexible. I was not a repeater. More individualized. Still is good to get people from jail to treatment.

Collateral--very favorable to TASC. Really doing well, isolated him while he got his thinking together.

Not really so useful, was already in treatment with psychiatrist.

TASC is O.K. It helped me out a lot.

*Collaterals are most likely to be parents, but in some cases were siblings, employers, adult offspring, or friends.

Resent TASC. Wasn't using H., was busted with guy who had H and had to go along with program. Didn't need their help. Needed them only to get out of system. Had to take a lot of unnecessary bullship to get out of the trouble. Also, they didn't recognize that I was clean even after I was in treatment and had clean urine.

TASC probably saved my life.

At time, thought it life saver. Should expand it. Helped me out of tight situation.

Collateral--Very favorable to TASC. "Sure as hell couldn't be any more favorable to TASC." Best program the city has.

Alright, liked Dede Wallace and learned a lot . . . they care. Les was helpful and went to court with me. Trying to get my life straight. Collateral--Good program, he's pretty O.K. now.

Think it helpful, probably would still be locked up. They were only ones who would give me a chance and take time to understand.

Collateral--Couldn't have done it on his own. Tal was big help. Could talk with Tal when couldn't talk with anyone else.

Helped me a lot. Made me see a lot of things.

Collateral--TASC did a lot to help me with (name). I'm still worried, but things better. He is a person who needs more counseling, seemed to have a lot of confidence in counselor.

After first interview, never saw them. The monitoring was still useful.

Collateral--I can tell you yes. Got in trouble in college. TASC very helpful. TASC helped to keep him on program and show need for getting it straight. He's fine now.

Helped me a lot. Helped me get psychological help, that was causing me other problems. I was really at a time where I needed help, had a very good counselor.

Very worthwhile, course was good. Talked with Tal. Parent went to course also and now doesn't look down on it so much (pot).

Collateral--I learned a lot.

Second collateral--They were very vague and fast, anxious to get done. Didn't give me time to ask questions.

Can speak freely at group. Really helpful, can't do that at home--trouble with parents. Tal and Lefty were very helpful, made me realize things I hadn't thought about. Got me into good program, know what I needed. Tal is really straight and I trust him.

Tal helped some, got mind straight.

Collateral--At first Tal couldn't get to him. Later it had more effect. Got in trouble one more time and then listened to Tal. He is much better now.

Appreciated it. Getting out of jail. The work was good to do. Felt intimidated in having to go to office so near the court. Also meant that sellers nearby.

Luke O.K., got me a job, helped me a lot.

TASC really didn't do anything for me. I signed up but didn't plan to stay. Rearrested but chose to go to workhouse. Not that TASC bad, just I wasn't ready. Thinking of going back now.

Did help. Want to get back to personal counseling, never really got going. Would like more personal relationship with one counselor.

Got in to get out of jail--liked Les, think he went to bat for me. Don't think it helped me stop shooting. More related to meeting new husband.

Proud of my success. Might have still been in jail. Met wife in treatment. She was in voluntarily. She was never arrested.

Just talked to Tal--helped me get out of jail.

TASC told me helpful things.

Chance to see and hear other drug experiences and turned me away from it. Therapy benefits, got charges dismissed, liked Luke.

Just went cause I had to. Same with therapy, jail otherwise. High at treatment, so didn't help.

Les did a good job, was supportive, got me probation. Didn't notify me of termination till in court. Did job search therapy.

Collateral--Sure hope they don't discontinue TASC. They need something.

Really had little contact with TASC.

Collateral--Don't think he was in long enough to make difference.

O.K., liked chick. Was a little help.

Collateral--Thought it good in him. He seemed to think he got something out of it.

Enjoyed program, had motorcycle accident and other interruptions and so missed sessions. Nothing done about termination.

Collateral--thinks TASC or treatment was helpful.

TASC good program. I was doing lots of illegal stuff then, now "try to keep my nose clean". Durn good program.

TASC has been very helpful with job, money, helped me budget, Les did this. Really good program. Sure hope they re-fund TASC.

Collateral--TASC has been wonderful. She doing real well. Would recommend it to anyone.

Second collateral--Would be happy to do anything I can for TASC.

Very helpful. Got me out of jail. Best thing ever came up. Went home from treatment center on weekend--(left inpatient, for weekend). Went back but still terminated. Finished two months in workhouse. Angry about that. Wrong to leave but they were too hard on me. TASC people more closely controlled at treatment center. Other clients can leave. Much rougher on TASC people.

Needed help when in, not when out. Counselors kick you before they ever know you. Program was O.K. but people bad and prejudiced against blacks.

Not helpful--messed me up. Kept parents from getting me out on bail.

Collateral--Do feel TASC tried to pressure him to go to Central State inpatient, resulted in him staying in jail four months since he wouldn't agree to go. Treatment seemed to be O.K. but mainly he did it on his own. Counseling may have made him feel better about himself.

Learned a lot. TASC helped me some. Cleared my head up about the situation I was in.

Collateral--Rather disappointed with juvenile court system. Not taking it seriously.

Lot of help for first offenders. Talked to counselor in jail and he made sense. Tried to help and I like him for that. Most people have no faith in drug addicts. Thought male counselor much better than female counselor, partly because she was a lady.

Collateral--Was really a help to him. Thought well of counselor.

First impression great cause got me out of jail. Gave me time to deal with problem rather than being in jail. Got to have your mind made up to quit.

Screeners very helpful in getting me into treatment. Got me out of jail and corresponded with mother.

Collateral--It was very helpful, very favorable to TASC. Nothing before did any good. I prayed for and with him but nothing happened until TASC.

Thought going to a psychologist was silly. Hectic now but better.

Really liked TASC. Wouldn't have done what I did if I hadn't been on drugs, I'm not a criminal. I didn't belong in jail. Psychologically mixed up and TASC got me out. Some people in jail really need a person to help them.

Owe them quite a lot for what they went through for me.

Collateral--Think he would be a goner if not for TASC. They made him feel they cared. Counselor at TASC got him to go back to treatment.

Mixed--didn't feel like I needed it. Made it seem like I had bad drug problem. People there O.K.

Discussion was too personal. Luke really was helpful and went to court with me.

Helpful in coordinating between DA and court and getting me on probation. Collateral: Believe he would be in pen now. TASC kept him out, people who worked with us were very considerate and conscientious. Helped him keep self straightened out. Very pleased with program.

Les cared. I was good, too. Jail taught me that my life was more important than my parents'. Learned a lot in treatment center. Want to go back.

Liked it.

Collateral--TASC and the system "saved my child's life", "anytime I can help in any way with anything, feel free to call me."

Good program, helped me to be stronger and more assertive. Could talk to Phyllis Burch on problems.

Collateral--helped her some.

Collateral--Has improved a lot. I think he has tried since he found someone to take an interest in him. He didn't have a job or place to hang his hat.

Collateral--He has tried. But I have reached my end on telling him. Mixed feelings on his progress.

Collateral (Father) hasn't enjoyed being with son this much in years. Son really makes an effort, like he calls and asks mother out to lunch.

Collateral--doing a whole lot better. She not too worried now. Not as wild now. Some days he doesn't drink at all now.

"I know that part of my life is over."

Collateral--he thinks things out now. Often asks how would Tal handle this. Had a real problem with him. Tal was above board and went out of his way to help. Tal had him into his home and gave him great guidance. He really saw Tal as a father figure. Tal was/is the important male influence in his life.

Collateral--I do think the program helped him, he stayed clean for a while. I would hate to see TASC discontinued.

Collateral--She was wild before, didn't much care about her life. I used to worry a lot about her. Now I don't worry, It's a big relief. Now she calls if late.

Appendix C

Computation of Costs for the DUI Program

Direct Staff

2.5 Full Time Equivalents	\$26,250
---------------------------	----------

Support: Secretarial and Supervisory

25% of Bill Redick and Brenda Lind	6000
------------------------------------	------

Fringe Benefits

$26,250/156,376 = 16.8\%$

16.8% of 23,456	3937
-----------------	------

Supplies

16.8% of 1160	195
---------------	-----

Equipment

16.8% of 6170	1036
---------------	------

Other

16.8% of 6300	1057
---------------	------

38,475

Take 33% of that figure since the DUI program was
in operation for four months during this evaluation

12,697

Appendix D

Drug Use by Interviewed Former Clients

	Completions			Terminations			Total
	Juveniles	Adults	Combined	Juveniles	Adults	Combined	
Marijuana							
Daily	2	2	4	3	9	12	16
3-6 times/week	4	5	9	1	5	6	15
2 or fewer times/week	6	11	17	2	5	7	24
none	2	5	7	0	5	5	12
unknown	0	7	7	1	15	16	23
Alcohol							
Heavy Drinking:	0	0	0	1	0	1	
Daily or 2 or drunks per week	2	7	9	1	3	4	13
3-6 times or one drunk per week	1	4	5	3	8	11	16
2 or fewer times, few, if any, drunks	7	9	16	1	12	13	29
none	4	3	7	0	2	2	9
Other Drugs							
Regular Heroin	0	0	0	0	3	3	3
More than 4 per week or 3-4 of heroin	0	0	0	0	3	3	3
3-4 per week--no heroin	0	1	1	0	0	0	1
1-2 per week	1	1	2	0	1	1	3
Occasionally, less than once a week	2	8	10	2	4	6	16
None	11	14	25	4	15	19	44
Unknown	0	6	6	1	13	14	20
Total Persons in This Group	14	30	44	7	39	46	90

Appendix E

Overview from Year One Report

The Treatment Alternatives to Street Crime (TASC) Project was implemented in Nashville during April, 1976. As of 31 January 1977, it employed a staff of 11 persons, including the director. During the 10 months of its existence it had screened more than 500 potential clients, and accepted almost 260 persons into the program. We (the evaluation staff) began observation of the program during June, and continued data collecting activities through 31 January 1977. It is our overall finding that the TASC project is performing in an adequate manner, both in terms of outcomes and in terms of the process through which outcomes are achieved. In this section, we shall summarize the major findings and recommendations contained in this report:

1. TASC was well ahead of its goal in both screening and referral of clients as of 31 January 1977. 417 persons were screened, compared to a goal of 300; and 191 clients had been referred to treatment, compared to a pro-rated goal of 166.
2. 82 persons were referred to a minor offender program, 68 to placement in community service jobs, and 14 to drug treatment. There were no goals or guidelines established for the minor offender program, since it was taken over by TASC after the project was started. IT IS RECOMMENDED THAT GUIDELINES BE ESTABLISHED REGARDING THE NUMBER OF JOB PLACEMENT AND TREATMENT CLIENTS THAT SHOULD BE IN THE PROGRAM AT ANY ONE TIME, IN ORDER TO MAINTAIN A CLIENT-CASEWORKER RATIO THAT DOES NOT REDUCE COST-EFFECTIVENESS.
3. The number of adult clients in treatment is slightly more than 90, giving a client-caseworker ratio of 30. A client-caseworker ratio of 30 was judged to be too low to be cost-effective. IT WAS RECOMMENDED THAT THE OUTPATIENT PROGRAM BE EXPANDED BY SCREENING AND REFERRING LESS SERIOUS OFFENDERS IN ORDER TO INCREASE CLIENT-CASEWORKER RATIOS TO 45.
4. TASC had 56 clients drug free as of 31 January 1977, more than the pro-rated goal of 50.
5. TASC's rearrest rate was 13.0% for adults (non-minor offenders) and 8.5% overall, (excluding traffic and alcohol offenses). The failure rate for the program was 38.8% for adults and 26% overall. Therefore, both the failure and rearrest rates for adults were slightly above national averages for TASC programs (10% and 34%, respectively). Furthermore, the immediate prospect was that the failure rate would move up instead of down. IT WAS RECOMMENDED THAT EITHER LESS RISKY CLIENTS BE REFERRED TO TREATMENT, OR THAT THE REPORTING OF FAILURE RATES AND REARREST RATES BE DONE USING MORE DETAILED CLIENT BREAKDOWNS. BREAKDOWNS MIGHT BE PROVIDED BY PROGRAM CATEGORY (JUVENILE, MINOR OFFENDER, ADULT), TYPE OFFENSE CHARGED WITH, ARREST HISTORY, LEGAL STATUS (BOND, OTHER), AND/OR TREATMENT MODALITY (INPATIENT, OUTPATIENT).

6. For those who remained in treatment, improvements in performance occurred between 1 month and 4 months into treatment, according to measures of drug habit, psychological health, employment, and employment motivation. Therefore, the program appears to be beneficial to those who do remain in treatment.

7. It appears unlikely that TASC had an impact on the aggregate arrest statistics, or on the aggregate crowding or tension level in the jail.

8. TASC clients appeared to experience lower rearrest rates than those screened and not accepted into the TASC program, but who were released from jail. Also, TASC clients experienced less time in jail compared to others in their offense category (excepting those who were released on bond).

9. It does not seem likely that TASC was biased in its screening, given the sex, race breakdown of the staff. However, white males were proportionately accepted for treatment more than the other sex-race groupings. Black males were accepted for treatment at a lower rate, but likely because of having committed more serious offenses. Females appeared to be under-screened, although once screened they were referred at a higher rate than males. IT WAS RECOMMENDED THAT MORE AFFIRMATIVE ACTION BE TAKEN IN SCREENING FEMALES, POSSIBLY BY GIVING THE FEMALE STAFF A MORE ACTIVE ROLE IN SCREENING.

10. TASC was judged to be monitoring clients in an adequate manner, and systematically reporting to the Criminal Justice System on treatment progress of clients. HOWEVER, THERE NEEDED TO BE FURTHER CLARIFICATION BETWEEN THE VARIOUS SENDING AND RECEIVING AGENCIES AS TO THE TYPE OF CLIENT INFORMATION THAT SHOULD BE TRANSMITTED.

11. TASC was deemed to have responded very well to the interim report from the Evaluation Contractor, in terms of following up on suggestions for improvements in performance, particularly in regard to staff training, functioning of the advisory board, and planning.

a. Relations with external agencies appeared to be adequate to good, even in those areas which were problematic as of the interim report.

b. A proposal to consolidate Diversion projects appeared to be making progress. Consolidation was deemed to have both positive and negative potential consequences, depending upon the degree to which TASC objectives would be diverted by placing TASC within a larger organization.

12. The Cost-Benefit analysis was not complete, since the assumed "benefits" of treatment in comparison to jailing had not had time to surface. In particular, data on the comparative recidivism rate between clients successfully completing treatment and non-client controls was not yet available. However, based upon program costs, treatment was found to be more expensive than jailing, although outpatient treatment was somewhat less costly than jailing. One of the most costly aspects of outpatient treatment, however, was the assumed criminal activities of clients who failed.

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