

FINAL REPORT

EXTERNAL EVALUATION OF THE
ERIE COUNTY (BUFFALO) TREATMENT
ALTERNATIVES TO STREET CRIME
(TASC) PROGRAM
(SECOND YEAR)

67481

TABLE OF CONTENTS

	NCJRS	<u>PAGE</u>
LIST OF TABLES	APR 14 1980	iii
<u>CHAPTERS</u>	ACQUISITIONS	
1. Executive Summary		1-1
2. Introduction		2-1
3. TASC Client Characteristics and Summary Flow		3-1
4. TASC Impact on the Criminal Justice System		4-1
5. TASC Impact on Treatment		5-1
6. Cost Analysis		6-1

Chapter 1 - Executive Summary

This report presents the findings of the external evaluation of the second grant period of the Erie County (Buffalo) Treatment Alternatives to Street Crime (TASC) program conducted by the ECTA Corporation. Buffalo TASC invests the major share of its client acquisition and monitoring activities at the pretrial stage, and is configured on a modified Case Management model as follows:

- Screening Unit: responsible for identifying potentially appropriate TASC clients and escorting designated clients from the arraignment courtroom to the TASC office.
- Court Liaison Specialist: presents information that has been verified by a TASC screener, and that is pertinent to a defendant's release, to the court during arraignment.
- Case Management Unit: conducts more intensive interviewing of newly acquired TASC clients, makes the formal decision as to the client's acceptability to TASC, and makes the treatment referral. The case manager monitors the client's progress in treatment and makes periodic reports to the court.
- Tracking Unit: monitors client progress in treatment as measured by client attendance at treatment, urinalysis results, and any new client involvements with the criminal justice system. The case tracker escorts all clients to initial treatment appointments.
- Administrative Unit: coordinates all TASC activities, manages fiscal operations, insures TASC quality control, and works toward the institutionalization of TASC.

The major focus of the second year evaluation was TASC's impact on the criminal justice system and on the treatment community. The evaluators also studied TASC client characteristics and client flow, as well as TASC's fiscal performance in terms of cost effectiveness, cost comparison, and cost benefit. In all instances, findings from the second year evaluation are compared with those from the first year evaluation. In this way, research findings can be expressed in the more meaningful context of program growth, rather than as isolated figures.

The major findings of the second year evaluation are as follows:

- During TASC's second year of operations, client census showed percentage increases in the following categories: clients in the 16-17 age range, primary marijuana/THC users, primary and secondary PCP users, clients reaching

jeopardy status, and clients having at least one prior treatment experience. There was a decrease in the percentage of primary heroin users. In most other categories, Year One and Year Two figures are remarkably similar.

- With regard to treatment outcome, the evaluators found a disproportionately high number of failures among clients in the 18-21 age range, primary heroin users, and clients reaching jeopardy status. A disproportionately high number of successes was found among primary marijuana/THC users and clients not reaching jeopardy status.
- The overall treatment success rate for Year Two is approximately equal to the Year One success rate, and the figures for individual programs have remained fairly constant.
- Whereas second year TASC admissions are higher than first year admissions for nearly every month, the overall increase is only 20-25 percent as compared to the more than 100 percent increase in discharges during Year Two. There has been, therefore, only a slight increase in end-of-month census over Year One levels (104 in October, 1978 to 125 in October, 1979). Low client census remains a significant obstacle to the attainment of cost efficiency.
- Most CJS respondents feel that TASC impact has been limited to the pretrial stage. However, jail personnel suggest that TASC's impact on the jail population has not been evident. Most respondents still regard TASC as a valuable resource in the CJS and would like to see TASC become increasingly involved in case dispositions. With MOU no longer in the picture, coupled with probation's apparent receptivity to increased TASC involvement, TASC can begin to make a significant impact at the dispositional stage.
- It is estimated that TASC will have been involved in less than one percent of the total number of diversions in 1979. Broken down further, TASC involvement is assumed in approximately 5 out of an estimated 225 total drug diversions and approximately 3 out of an estimated 275 burglary/criminal trespass diversions.
- It is estimated that TASC will have been involved in approximately three cases in every one thousand disposed of. Looking only at drug cases, however, we find that TASC accounts for 75 percent (15 of 20) of the conditional discharges in City Court, and 25 percent (8 of 32) of the probationed cases in that court. Clearly, TASC is a significant factor in this one offense/dispositional category, although numerically this impact is extremely small.

- While it is impossible to determine whether the overall post-trial jail population would have increased even more without TASC's involvement, it is clear that TASC did not succeed in reducing the percentages of incarcerants in the offense categories that are most closely associated with substance abuse and, therefore, with TASC services.
- The observations of jail personnel that TASC has not had any appreciable impact on the size of the pretrial jail population appear to be corroborated by officially reported data. Whereas there has been a decrease in certain offense categories, these differences are not of sufficient magnitude to be readily apparent to jail personnel, particularly in view of the overall increase in the pretrial jail population.
- The number of days for which the average defendant is detained pretrial has been significantly reduced. However, it is impossible to determine TASC's precise role (if any) in this reduction, or even whether this reduction is really a reflection of increasing numbers of defendants having to post bond for minor offenses rather than being released on their own recognizance.
- TASC clients comprise approximately one-third of all active drug clients in DDAS programs. TASC has very little contact with ~~Methadone Maintenance, County, or~~ State-run programs.
- Compared to the overall outpatient DDAS drug program population, TASC deals with disproportionately large numbers of individuals in the 18-25 age range, blacks, and primary marijuana/hashish users. Based on verified client data, it appears probable that TASC is contributing to a material shift in the treatment population toward clients having the aforementioned characteristics.
- With the reorganization of DDAS and the effort to revitalize the DDAS drug programs, it is likely that TASC will begin to play an ever increasing role as an information and referral resource. However, TASC is still likely to be adversely affected by the shortage of alternative (i.e., other than outpatient) modalities for its clients.
- While client census did increase during the second year of operations, it is still low in comparison to other TASC programs of comparable size studied nationally.
- A client remaining in TASC for at least five months will receive approximately one hour of services over and above what he or she would have received one year ago. This increase is largely attributable to the

Case Managers but has been, for the most part, in activities that do not involve direct client contact. The evaluators conclude that Buffalo TASC could further increase its client census by another 75-100 percent without a reduction in the level or quality of services delivered.

- The increase in Buffalo TASC's client census has brought down process unit costs to levels comparable to those of other TASC programs studied nationally. If client census is increased by 75-100 percent, process unit costs in all categories can be expected to be further reduced.
- Assuming an active client caseload of 125, Buffalo TASC's short-term cost benefit is computed at \$137,681.65 per year, assuming a 100 percent client success rate. If just over one client in five (22 percent) fails in TASC and is sent to jail, the cost benefit figure drops to under \$4,000 per year. Any further increase in the percentage of TASC clients eventually being returned to jail would make TASC a cost-additive proposition in this area. However, this calculation does not include the long-term cost benefits effected by TASC (increased education and employment, decreased crime and drug usage, etc.) -- benefits that, on the basis of client interviews, would appear to be far greater than the more measurable short-term benefits of reduced trial and incarceration expenses.

In sum, Buffalo TASC still suffers from a scarcity of treatment resources, being nearly restricted to four DDAS outpatient programs on which it is having an increasing impact. Time and manpower investments at the arraignment stage have been costly for TASC, yielding modest client flow and resulting in an almost negligible impact on the ultimate disposition of cases in Buffalo City Court. With the demise of MOU, however, TASC may be able to build on its solid reputation in the courts to acquire more dispositional referrals in a non-competitive environment and to become the dominant supplier of clients to the revitalized outpatient DDAS drug programs.

The chapters that follow provide detailed discussions of the specific findings that have been summarized in this preface. The reader who wishes additional information of a general, background nature is referred specifically to Chapter 2.

Chapter 2 - Introduction

This report presents the findings of the ECTA Corporation's second external evaluation of the Erie County (Buffalo) Treatment Alternatives to Street Crime (TASC) Program. ECTA's first evaluation report covered the first twelve months of client intakes (November 1, 1977 - October 31, 1978). This report covers twenty-four months of client intakes through October 31, 1979.

The first report noted strengths in three areas:

- . Erie County TASC is respected as a professional service agency within both the criminal justice system and the treatment community.
- . TASC staff are viewed by nearly all CJS and treatment respondents as being committed and competent.
- . TASC's information management system is efficiently designed and effectively maintained.

On the other hand, the evaluators concluded that Buffalo TASC's major weakness lay in its not being cost effective, a finding that was largely attributed to low client census. Three factors were found to be related to low client census:

- . Competition for clients with the state-funded Multi-purpose Outreach Unit (MOU)-----
- . Reliance on a limited number of client referral pathways
- . Shortage of treatment resources, in particular, (1) no residential drug programs for referrals, (2) no alcohol treatment programs for referrals, and (3) outpatient programs that were in a state of flux.

The first and third factors limiting growth were known to exist at the time of original grant application. Indeed, Buffalo TASC might be viewed as having started out with two strikes against it. The second factor (limited referral pathways) is directly related to the existence of a competing agency.

During the second grant period, two issues - MOU and the shortage of treatment resources - have been resolved to some extent. Although MOU's operations had been dramatically cut back and there had been a number of rumors regarding MOU's imminent demise, it was not until the last few weeks of TASC's grant period that MOU finally went out of existence. This will mean an immediate increase in TASC's workload, with the only question being how much of an increase will result.

With regard to treatment, it should be noted that TASC's referral process was never a complicated issue for the Case Management Unit. A few clients have been referred to methadone programs when this was appropriate; all others have gone to outpatient programs. The choice of which outpatient program to use for a particular referral has been based primarily on geographic considerations. Because TASC is under a city agency umbrella (the Division of Drug Abuse Services), emphasis has been on referrals to city drug programs (as opposed to private or state-run programs).

Because DDAS treatment files were not conducive to statistical aggregation, the director took it upon himself to visit individual treatment programs and hand-validate client census data (these figures were used by the evaluators in measuring TASC's impact on treatment). It now appears that TASC can become a part of the renewed effort being invested in the DDAS drug programs. Buffalo TASC is being institutionalized as part of the city's drug treatment structure, and DDAS drug programs are in need of clients. Buffalo TASC may be seen as a valuable resource in this area.

The last remaining issue is that of TASC's reliance on limited referral pathways. Since its inception, Buffalo TASC has focused its client acquisition efforts on the arraignment stage of CJS processing. In return for a substantial investment of time and manpower, relatively few clients have been acquired. Client census did increase during the second year, but not to a level that would justify the time and effort expended by TASC staff. In addition, only a small percentage of all TASC cases are carried through to the dispositional stage. MOU, on the other hand, had been most active at the dispositional and post-dispositional stages. With MOU gone, TASC now has the opportunity to shift its focus somewhat and pick up clients at these later stages. This shift must take place if TASC is to increase its overall effectiveness and impact within the CJS.

In summary, the demise of MOU has contributed to TASC's becoming part of a revitalized treatment complex that is in need of clients. The criminal justice system respects TASC and has been receptive to TASC's client acquisition efforts within the CJS. However, TASC must change its focus to impact on the dispositional and post-dispositional stages if it hopes to become a cost-effective and truly valuable program.

Chapter 3 - TASC Client Characteristics and Summary Flow

- Characteristics of TASC Clients

In its first year evaluation report, ECTA concluded that Buffalo TASC clients are mostly young, black, unmarried, unemployed, and relatively uneducated. With regard to the two threshold criteria for all TASC programs -- do they admit clients who are seriously impaired by substance abuse, and do they admit clients who have serious criminal justice involvement -- the evaluators concluded that:

- First year Buffalo TASC clients evidenced serious drug usage, often with a heavy depressant focus, and
- First year Buffalo TASC clients were less seriously involved in the criminal justice system than were TASC clients in most other jurisdictions. However, this latter finding had to be considered within the context of the relatively conservative Erie County CJS. In other words, consequences were likely to be fairly severe for even relatively minor offenses, and TASC's impact was thus likely to be felt in a greater number of cases.

For its second year evaluation, ECTA selected a 142-case sample of successive Year Two discharges. Client characteristics (demographic, criminal history, and substance abuse) for this sample were compared with the characteristics of the 242-case sample used for the first year evaluation. Table 3-1 summarizes the comparative percentages in each client category. Among the changes occurring in Year Two are the following:

- an increase in the percentage of clients falling in the 16-17 age range (5.0% vs. 13.4%)
- an increase in the percentage of primary marijuana/THC users (24.8% vs. 31.7%), and a decrease in the percentage of primary heroin users (20.7% vs. 13.4%). In addition, an increase in both primary and secondary abuse of PCP (4.5% vs. 15.5%, and 2.9% vs. 10.2%, respectively)
- a dramatic increase in the percentage of clients reaching jeopardy status¹ (24.0% vs. 50.0%)
- an increase in the percentage of clients having at least one prior treatment experience (40.7% vs. 50.7%)

¹ Formal recognition of a client's non-compliance, accompanied by notification to the client that he or she will be terminated from TASC if compliance is not seasonably achieved.

In most other categories (Sex, Race, Marital Status, Employment Status, Most Serious Current Charge, TASC Evaluation, and Reason Terminated), Year One and Year Two figures are remarkably similar. On the basis of these findings, one can conclude that Buffalo TASC did not deal with a more "serious" population (in terms of CJS and drug involvement) during its second year of operations, and, with specific reference to primary drug of abuse, it dealt with a somewhat less serious population. This may be a reflection of changing substance abuse patterns within Erie Co., in general. As was the case in Year One, the level of CJS involvement must be viewed within the context of the relatively conservative Erie County CJS.

- Success Correlates

Looking at Table 3-1, one sees that the ratio of successful to unsuccessful treatment experiences, as well as the percentage of clients falling within specific termination categories, remained fairly constant for Year One and Year Two. The first year evaluation found that Buffalo TASC's relatively high success rates could not be attributed to disproportionate success rates within any particular client category. ECTA sought to determine whether this pattern also held true for Year Two.

For the purposes of this analysis, a successful case was one that involved favorable completion of treatment requirements, satisfactory progress in treatment at the time TASC monitoring is discontinued (because of a non-TASC CJS disposition), or a currently "active" status after at least six months in TASC. An unsuccessful case was one that involved either an unfavorable termination from treatment, or unsatisfactory treatment performance at the time that TASC monitoring was discontinued. Table 3-1 lists the categories for success, failure, and neutral (either successful or unsuccessful) discharges.

Table 3-2 compares the characteristics of successful and unsuccessful clients for the Year Two sample in all client categories. Table 3-3 lists only those client categories in which disproportionate success or failure is significant at the 0.05 level. The evaluators found:

- A disproportionate number of clients in the 18-21 age range are failing. The evaluators were requested to focus particular attention on the 21-and-under age group because of TASC's future funding possibilities with respect to juvenile monies. Coupled with the figures from Table 3-1, this analysis indicates that there is an increasing number of younger clients in need of TASC services, but also that there must be a greater investment in TASC time and effort (through more intensive monitoring) if these clients are to succeed in treatment.

- Primary heroin users do not do well in treatment, whereas primary marijuana/THC users do disproportionately better than expected. This finding, when juxtaposed against the above finding regarding younger clients, suggests that adult marijuana users are succeeding at a disproportionately high rate, and that even the abuse of so-called less serious drugs represents a serious treatment problem in younger clients.
- Clients who reach jeopardy status are unsuccessfully terminated at a disproportionately high rate. This may be a fairly obvious finding, but it should be noted that more than one in four clients reaching jeopardy are not being terminated unsuccessfully. Rather than suggesting that the jeopardy stage be passed over in favor of immediate termination (since the client would presumably have failed anyway), this finding indicates that the jeopardy process may be a significant factor in averting client failure in a substantial number of cases. One might also interpret this finding as an indication that TASC is overusing the jeopardy process, but if stated criteria are strictly adhered to, this ought not to be the case.

Table 3-1

ERIE COUNTY (BUFFALO) TASC
CLIENT CHARACTERISTICS
YEAR ONE vs. YEAR TWO

(Figures are percentages)

	<u>Year One</u>	<u>Year Two</u>		<u>Year One</u>	<u>Year Two</u>
<u>Age</u>			<u>Education</u>		
16-17	5.0	13.4	16+ years	0.0	1.4
18-21	29.6	22.5	13-15 years	8.8	10.3
22-25	26.2	23.2	12 years/G.E.D.	30.6	27.2
26-30	25.0	23.9	10-11 years	38.9	36.8
31-40	12.5	12.0	7-9 years	21.8	22.8
41+	1.7	4.9	<7 years	0.0	1.5
<u>Sex</u>			<u>Living Arrangement</u>		
Male	71.9	73.9	Alone	21.1	18.0
Female	28.1	26.1	With Parents	38.1	38.1
<u>Race</u>			With Spouse +/-or		
Black	66.9	64.1	Child	19.7	18.0
Hispanic	0.8	0.7	With Common-Law		
White	30.6	34.5	Partner	8.1	4.3
Other	1.7	0.7	With Other(s)	13.0	21.6
<u>Marital Status</u>			<u>Veteran</u>		
Never Married	70.5	68.1	Yes	18.9	15.1
Married	11.0	12.8	No	81.1	84.9
Separated	10.1	9.9	<u>Prior Treatment</u>		
Divorced	7.0	9.2	None	59.3	49.3
Widowed	1.7	0.0	1+ prior treatment	40.7	50.7
<u>Employment Status</u>			<u>Most Serious Current Charge</u>		
Employed	19.6	20.4	None	2.1	0.7
Unemployed	80.4	79.6	Violations	6.5	6.4
<u>Other Pending Charges</u>			A Misdemeanor	52.5	52.9
None	42.3	53.3	B Misdemeanor	9.0	8.6
Less Serious	30.7	23.0	E Felony	4.5	7.1
Equally			D Felony	18.2	15.7
Serious	27.0	23.7	C Felony	6.2	7.1
<u>Primary Drug</u>			B Felony	0.0	1.4
Heroin	20.7	13.4	A Felony	0.4	0.0
Talwin	22.7	20.4	<u>Secondary Drug</u>		
PCP	4.5	15.5	Heroin	4.1	3.1
CNS Downs	12.0	8.5	Talwin	7.9	10.2
CNS Ups	6.2	4.9	PCP	2.9	10.2
Alcohol	4.5	2.8	CNS Downs	11.6	14.3
Hallucinogens	1.7	0.0	CNS Ups	12.8	11.2
Marijuana/THC	24.8	31.7	Alcohol	19.4	23.5
None	2.9	2.8	Hallucinogens	0.8	5.1
			Marijuana/THC	19.8	22.4
			None	20.7	0.0

Table 3-1 (cont.)

	<u>Year One</u>	<u>Year Two</u>		<u>Year One</u>	<u>Year Two</u>
<u>Length of Abuse</u>			<u>Most Recent Treatment Facility</u>		
<6 mos.	4.8	2.8	TASC Urine Monitoring	10.7	12.2
6 mos.-1 yr.	14.8	13.9	Fillmore-Leroy	20.2	20.1
>1 yr.-3 yrs.	18.6	23.1	Riverside	1.7	5.0
>3 yrs.-5 yrs.	21.9	13.9	Ellicott East	17.4	13.7
5 yrs. +	40.0	46.3	Ellicott West	16.9	23.7
<u>Level of Abuse</u>			Amherst	0.8	0.7
Daily or more			Townsend	0.8	0.7
often	48.6	47.4	Cheektowago	1.7	0.7
1-several ti/			South Buffalo	2.1	2.9
week	41.1	39.8	Hamburg	0.4	0.0
2-3 ti/month	10.3	12.8	Lower West Side	0.4	0.0
<u>Jeopardy Status Reached</u>			West Side	0.4	0.0
Yes	24.0	50.0	V.A. Hospital	4.1	2.2
No	76.0	50.0	Masten Park	1.2	0.0
<u>TASC Evaluation Treatment</u>			Catholic Charities	0.4	0.0
<u>Exp. at Discharge</u>			Forensic	4.5	0.0
Successful	53.2	52.8	Buffalo Gen'l Hosp.	2.1	2.2
Unsuccessful	46.8	47.2	Sisters Child and		
<u>Reason Terminated</u>			Family	0.4	0.7
Success	(8.9)	(5.6)	Phoenix House	0.4	0.0
Successfully			DART	5.8	3.6
Completed			Sisters' Meth. Maint.	7.0	7.2
Tmt.	2.0	4.2	Other	0.4	4.3
ACD to TASC			<u>Failure (cont.)</u>		
Completed	6.9	1.4	Incarcerated New		
Neutral	(48.9)	(53.4)	Case - Post-TASC**	0.5	2.1
Charges			Incarcerated New		
Dropped	2.5	3.5	Case Offense - Date		
Charges			Unknown**	1.0	0.0
Dismissed	14.8	17.6	Incarcerated Pro-		
Charges			bation/Parole		
Other	22.2	24.6	Violation**	2.0	0.7
Referred to			Incarcerated Other	1.0	0.0
MOU	0.5	0.0	Left Treatment	4.4	3.5
Incarcerated			Failed TASC Success		
Bench War-			Criteria-Attend.	11.3	24.6
rant - TASC			Failed TASC Success		
Charge*	0.5	2.1	Criteria-Urine	6.9	2.1
Incarcerated			Failed TASC Success		
Other*	5.9	0.7	Criteria-Rearrest	9.9	5.6
TASC Condi-			Failure to Report		
tion Revoked			for Program Intake	4.4	0.0
by CJS	0.5	3.5	*TASC Evaluation of Treatment Experience		
Client Death	0.5	0.0	as Successful at Discharge		
Other	1.5	1.4	**TASC Evaluation of Treatment Experience		
Failure	(42.4)	(40.7)	as Unsuccessful at Discharge		
Incarcerated					
Bench					
Warrant -					
Non-TASC					
Charge**	1.0	2.1			

Table 3-2

ERIE COUNTY (BUFFALO) TASC
YEAR TWO CLIENT CHARACTERISTICS
SUCCESS/NEUTRAL SUCCESS/ACTIVE OVER 6 MONTHS ("SUCC.")
VS.
FAILURE/NEUTRAL FAILURE ("UNSUCC.")

			N = 142 (Figures are percentages)		
	<u>Succ.</u>	<u>Unsucc.</u>		<u>Succ.</u>	<u>Unsucc.</u>
<u>Age</u>			<u>Education</u>		
16-17	16.0	10.4	16+ years	1.4	1.5
18-21	14.7	31.3	13-15 years	11.3	9.2
22-25	22.7	23.9	12 years/G.E.D.	28.2	26.2
26-30	24.0	23.9	10-11 years	31.0	43.1
31-40	16.0	7.5	7-9 years	28.2	16.9
41+	6.7	3.0	<7 years	0.0	3.1
<u>Sex</u>			<u>Living Arrangement</u>		
Male	73.3	74.6	Alone	19.4	16.4
Female	26.7	25.4	With Parents	36.1	40.3
<u>Race</u>			With Spouse +/-or		
Black	64.0	64.2	Child	20.8	14.9
Hispanic	0.0	1.5	With Common-Law		
White	34.7	34.3	Partner	4.2	4.5
Other	1.3	0.0	With Other(s)	19.4	23.9
<u>Marital Status</u>			<u>Veteran</u>		
Never Married	64.9	71.6	Yes	16.4	13.6
Married	14.9	10.4	No	83.6	86.4
Separated	9.5	10.4	<u>Prior Treatment</u>		
Divorced	10.8	7.5	None	48.0	50.7
Widowed	0.0	0.0	1+ prior treatment	52.0	49.3
<u>Employment Status</u>			<u>Most Serious Current Charge</u>		
Employed	26.0	14.1	None	1.4	0.0
Unemployed	74.0	85.9	Violations	5.5	7.5
<u>Other Pending Charges</u>			A Misdemeanor	60.3	44.8
None	57.5	48.4	B Misdemeanor	4.1	13.4
Less Serious	24.7	21.0	E Felony	5.5	9.0
Equally Serious	17.8	30.6	D Felony	13.7	17.9
<u>Primary Drug</u>			C Felony	8.2	6.0
Heroin	8.0	19.4	B Felony	1.4	1.5
Talwin	14.7	26.9	A Felony	0.0	0.0
PCP	12.0	19.4	<u>Secondary Drug</u>		
CNS Downs	9.3	7.5	Heroin	2.1	3.9
CNS Ups	4.0	6.0	Talwin	8.5	11.8
Alcohol	4.0	1.5	PCP	10.6	9.8
Hallucinogens	0.0	0.0	CNS Downs	6.4	21.6
Marijuana/THC	42.7	19.4	CNS Ups	14.9	7.8
None	5.3	0.0	Alcohol	25.5	21.6
			Hallucinogens	6.4	3.9
			Marijuana/THC	25.5	19.6
			None	0.0	0.0

Table 3-2 (cont.)

	<u>Succ.</u>	<u>Unsucc.</u>
<u>Length of Abuse</u>		
<6 mos.	1.8	3.8
6 mos.-1 yr.	12.7	15.1
>1 yr.-3 yrs.	21.8	24.5
>3 yrs.-5 yrs.	14.5	13.2
5 yrs. +	49.1	43.4
<u>Level of Abuse</u>		
Daily or more often	50.0	44.4
1-several ti/week	37.1	42.9
2-3 ti/month	12.9	12.7

	<u>Succ.</u>	<u>Unsucc.</u>
<u>Jeopardy Status Reached</u>		
Yes	28.2	76.3
No	71.8	23.7
<u>In Treatment at TASC Contact</u>		
Yes	26.9	8.6
No	73.1	91.4

VARIABLES SIGNIFICANTLY ASSOCIATED
WITH SUCCESS/NEUTRAL SUCCESS/ACTIVE OVER 6 MONTHS

<u>Age</u>	<u>Succ.</u>	<u>Unsucc.</u>
18-21	14.7	31.3
Other	85.4	68.7

($x^2 = 5.64$, $df = 1$, significance < 0.05)

Primary Drug

Heroin	8.0	19.4
Other	92.0	80.6

($x^2 = 3.98$, $df = 1$, significance < 0.05)

Marijuana/THC	42.7	19.4
Other	57.3	80.7

($x^2 = 8.78$, $df = 1$, significance < 0.01)

Jeopardy Status Reached

Yes	28.2	76.3
No	71.8	23.7

($x^2 = 29.82$, $df = 1$, significance < 0.001)

- Relative Treatment Agency Success

Table 3-4 details the percentage of favorable TASC client outcomes for each treatment facility utilized by TASC. The overall success rate is approximately equal to the Year One success rate, and the figures for individual programs have tended to remain fairly constant. In isolated cases, there have been substantial changes in success rates. For example, Fillmore-Leroy is succeeding with fewer clients (35.7% vs. 55.1%), while Ellicott East has increased its success rate among TASC clients (57.9% vs. 42.9%).

ERIE COUNTY (BUFFALO) TASCSUCCESS/NEUTRAL SUCCESS/ACTIVE OVER 6 MONTHS ("SUCC.")CLIENTS VS. TOTAL OUTCOMES BY TREATMENT FACILITY (YEAR TWO)

N = 139

<u>Most Recent Treatment Facility</u>	<u>N</u>	<u>% Succ.</u>
Ellicott West	33	60.6
Fillmore-Leroy	28	35.7
Ellicott East	19	57.9
TASC Urine Monitoring	17	47.1
Sisters Meth. Maint.	10	80.0
DART	5	100.0
South Buffalo	4	0.0
VA Hospital	3	66.7
Buffalo Gen. Hospital	3	100.0
Main Hertel	3	33.3
Other	7	2.9

- Summary Client Flow

Buffalo TASC's failure to attain cost efficiency during Year One was attributed largely to low client census. ECTA indicated that census would have to increase to 200 active clients (with 50 admissions per month) by January, 1980 if cost efficiency were to become a feasible possibility in the near future.

Table 3-5 compares client flow for Year One and Year Two. Whereas second year admissions have increased in nearly every month, the average number of admissions each month is still well short of the 50 admissions suggested as a target by the evaluators. And, while Year Two admissions have increased by 20-25%, discharges have more than doubled, resulting in only a slight increase in end-of-month census over Year One levels (104 in October, 1978 to 125 in October, 1979). It is apparent that, at the end of its second year of operations, low client census remains a significant obstacle to the attainment of cost efficiency.

Table 3-5

ERIE COUNTY (BUFFALO) TASCSUMMARY CLIENT FLOWYEAR ONE VS. YEAR TWO

<u>Month</u>	<u>Admissions</u>		<u>Discharges</u>		<u>End of Month Census</u>	
	<u>Year One</u>	<u>Year Two</u>	<u>Year One</u>	<u>Year Two</u>	<u>Year One</u>	<u>Year Two</u>
November	16	18	0	11	16	111
December	9	19	7	20	18	110
January	20	24	10	19	28	115
February	14	17	0	31	33	101
March	18	32	14	13	37	120
April	23	31	9	27	51	124
May	31	17	6	29	76	112
June	23	24	23	29	76	107
July	14	23	16	31	74	99
August	22	21	12	14	84	106
September	19	37	14	8	89	135
October	35	35	20	45	104	125
Total	244	298	131	277		

Chapter 4 - TASC Impact on the Criminal Justice System

In their first year evaluation of Erie County TASC, the evaluators found a TASC program that was quite well respected in the criminal justice system. All branches of the CJS seemed to be favorably impressed by the quality of TASC staff and, at least in principle, the services that TASC was designed to provide.

In terms of actual performance, however, it was clear that the final verdict was not yet in. Although Buffalo TASC had been in operation for a full year, most respondents still characterized it as a "new" program. During the second year evaluation, the evaluators focused on the question of TASC impact from two standpoints: (1) the impressions of CJS respondents regarding TASC's impact, and (2) a comparison of available court and jail data with the volume of documented TASC case involvement.

Most CJS respondents still considered TASC a valuable resource but suggested that TASC's impact was pretty much limited to the pretrial stage in the form of conditions of bail and adjournments in contemplation of dismissal (ACD's).¹

The judges who were interviewed had come to accept TASC as a fixture in the courtroom (even to the point of letting TASC fill in for other court personnel, such as preparing subpoenas for the clerk) and felt that TASC ought to be more visible in other than only arraignment courts. During the first year evaluation, the interviewed prosecutors suggested that TASC could have an increased impact on the CJS if attempts were made to become part of the plea bargaining process. This opinion was repeated during the second year interviews, with the prosecutor suggesting that TASC is being left out in the cold by its failure to become involved in this process. Figures made available by Buffalo City Court indicate that this point is well taken. In August, 1979, 124 misdemeanors were disposed of by plea as opposed to only 1 misdemeanor disposed of by trial. In September, 1979, the plea-to-trial ratio was 225 to 31. Clearly, a continuing TASC presence at this stage of the proceedings would significantly increase TASC's overall impact on the system.

As for the feasibility of such a presence, the demise of MOU has opened the door to a major effort in this area. Previously, it was MOU's involvement at the dispositional stage that may have relegated TASC to a primarily pretrial role. During the first year evaluation, respondents from the probation department suggested that their preference for MOU over TASC as a referral resource stemmed more out of familiarity with MOU than out of any dissatisfaction with TASC. TASC is now viewed as the means of filling the gap in post-disposition treatment monitoring left by MOU's departure. It is clearly in TASC's best interests to increase its visibility at these later stages of processing.

¹Violation of TASC requirements may lead to bail revocation and return of the case to the traditional criminal justice process

The importance of this expanded involvement is underscored by an assessment of TASC's current pretrial impact. Although the evaluators expected that this relatively narrow focus would have had some significant impact within the boundaries delimited by TASC, the impressions of those interviewed did not confirm these suspicions. Jail personnel did not feel that TASC was helping to reduce the jail population (or slow down any natural increase in that population).

In sum, most CJS respondents felt that TASC impact has been limited to the pretrial stage. However, jail personnel suggest that TASC's impact on the jail population has not been evident. Most respondents still regard TASC as a valuable resource in the CJS and would like to see TASC become increasingly involved in case dispositions. With MOU no longer in the picture, coupled with probation's apparent receptivity to increased TASC involvement, TASC can begin to make a significant impact at the dispositional stage.

The evaluators used several sources of data to test the accuracy of these impressions regarding Buffalo TASC's impact on the criminal justice system within which it functions. This inquiry focused on two major areas:

- . TASC impact on pretrial diversions
- . TASC impact on City Court dispositions (virtually every TASC case comes out of Buffalo City Court)

The court data that were available were insufficient for the purpose of measuring changes in dispositional patterns occurring after TASC's inception. Instead, the evaluators compared TASC's own documented involvement in court dispositions and pretrial diversions with the total number of cases disposed of by these means. The extent of TASC's involvement was obtained from the TASC case managers. Each was asked to list all of his or her cases that were disposed of by ACD (pretrial diversion), conditional discharge, or probation. Using the additional data sources described below, the following findings were made:

- Diversion

The Court Clerk's office allowed us access to a listing of all ACD's for a 3-month period in 1979. By coding the first one hundred cases and setting up a proportion according to the number of pages in that sample and in the entire print-out, the evaluators were able to determine that there are approximately 625 ACD's in a 3-month period, or approximately 2500 ACD's projected for all of 1979. According to records kept by TASC case managers, TASC will be involved in approximately 14 ACD's in 1979, or less than one percent of the total number of diversions. Broken down further, we may assume that TASC will be involved in approximately 5 out of an estimated 225 total drug diversions and approximately 3 out of an estimated 275 burglary/criminal trespass diversions. Viewing these figures, it becomes apparent that TASC is not making a

substantial contribution to the total volume of diversions, even in drug and drug-related cases.

- Disposition

Most CJS respondents felt that TASC's impact on case dispositions was negligible. In order to test the accuracy of these impressions, the evaluators made use of a study of case outcomes and sentencing being undertaken by the New York State Division of Criminal Justice Services. The Buffalo data were being collected and sent to Albany, but duplicates of these reports were not being stored locally by the City Court Clerk. The evaluators were able to obtain copies of some of these reports directly from Albany and code them on-site at Philadelphia. Data were available from January, 1978 through July, 1979 and enabled the evaluators to assess the change, if any, in dispositional patterns as TASC operations became better known within the criminal justice system (the evaluators used a 7-month sample, consisting of 4 months from 1978 and 3 months from 1979). Since TASC began accepting clients in late 1977, it was impossible to conduct a pure before-and-after study. However, the evaluators proceeded on the assumption that a greater TASC impact in the second year of operations would manifest itself in an increase in the percentage of conditional discharges in certain crime categories.

Table 4-1 compares the percentage of cases receiving conditional discharges and probation with those being sent to local institutions (i.e., jail) for 1978 and 1979. It is clear that there has been no systematic increase in the use of probation or conditional discharges from TASC's inception through the middle of its second year of operations. Of particular interest is the court's treatment of drug cases (including marijuana violations). Whereas the numbers that we are dealing with are too small to permit specific statistical statements, the absence of any meaningful TASC impact in these cases is quite evident. As opposed to 1978 dispositions, 1979 saw a higher proportion of drug cases being sent to local institutions and a lower proportion of these cases receiving conditional discharges. Looking deeper into these data, we find that approximately the same proportion of these cases received probation in 1979 as did in 1978 (19.0 percent vs. 23.1 percent), and that the imposition of fines without probation increased in 1979 (45.2 percent, as opposed to 32.7 percent in 1978).

The absence of any meaningful TASC impact at the dispositional stage can best be understood within the context of the relative numbers involved. According to information provided by TASC case managers, TASC was involved in approximately sixty cases at the dispositional stage in 1979, of which approximately 27 cases received conditional discharges (the remainder received probation with TASC). According to the 1978 City Court of Buffalo Annual Report, more than 20,000 cases were disposed of in that year. Assuming that the volume of cases disposed of in 1979 will not drop appreciably below the 1978 level, TASC will be involved in approximately three cases in every one thousand cases disposed of. Looking only at drug cases, however, we find that TASC accounts for 75 percent (15 of 20) of the conditional discharges in drug cases

in City Court, and 25 percent (8 of 32) of the probationed drug cases in City Court. Clearly, TASC is a significant factor in this one offense/dispositional category, although numerically this impact is extremely small. By comparison, TASC is involved in 14.3 percent (4 of 28) of all conditionally discharged petit larceny cases in City Court and only 2.1 percent (3 of 140) of all probationed petit larceny cases in City Court.

An additional source of data was used to test TASC's impact at both the pretrial and post-trial stages. The criminal justice planning agency for Erie County provided ECTA with population statistics for 1977 and 1978 for the Erie County Correctional Facility and for the Detention Center. Selected data are summarized in Tables 4-2 through 4-4.

Table 4-2 compares the post-trial jail population for selected offense categories for 1977 and 1978. The absence of any significant TASC impact at the dispositional stage (see discussion above) is reflected in these jail statistics. While it is impossible to determine whether the overall post-trial jail population would have increased even more without TASC's involvement, it is clear that TASC did not succeed in reducing the percentages of incarcerants in the offense categories that are most closely associated with substance abuse and, therefore, with TASC services. In fact, in at least two cases (petit larceny and prostitution/vice) there was a significant increase in relative percentage. These findings underscore the importance of TASC's becoming more involved at the post-trial stage in the future.

Table 4-3 compares the pretrial detention population for selected offense categories for 1977 and 1978. The observations of jail personnel that TASC has not had any appreciable impact on the size of the pretrial jail population appear to be corroborated by these figures. Whereas there has been decrease in certain categories (felony burglary, felony narcotics, and unlawful entry), these differences are not of sufficient magnitude to be readily apparent to jail personnel, particularly in view of the overall increase (by more than 1,000) in the pretrial jail population. Beyond that, there is no way that TASC's role (if any) in reducing the percentages in various offense categories can accurately be determined. Once again, a relatively small population (i.e., total TASC clients) mapped onto a much larger target population (in this case, the entire pretrial detention population) does not lend itself to meaningful impact analysis.

Table 4-4 compares the length (in days) of pretrial detention for 1977 and 1978. On the basis of these figures, one is justified in stating that the number of days for which the average defendant is being detained has been reduced. In particular, the increase in defendants being detained only 1-2 days is significant at the 0.05 level. However, the precise role (if any) that TASC has played in this reduction is again impossible to determine, largely because the figures themselves are open to varying interpretations.

For example, one might argue that TASC's activities vis-a-vis conditional bail reductions are getting more people out of pretrial detention more quickly (i.e., within 1-2 days). On the other hand, one could argue that the increase in the 1-2 day detention category reflects an increase in the number of people having to post bond for relatively minor offenses -- in other words, people who would have ordinarily been released on their own recognizance. In support of this latter theory, one need only point to the overall increase in the pretrial detention population (assuming that most of these additional cases are minor, falling into the 1-2 day category).

In sum, the evaluators can state only that Buffalo TASC does not appear to be having a significant impact on the criminal justice system at either the pretrial or post-trial stage, and that the role of TASC in contributing to any changes that are found to occur (e.g., reduction in average length of pretrial detention) is itself impossible to determine. The research obstacles involved here are primarily:

- the negligible impact, in any event, of a small TASC population mapped onto a much larger CJS (pretrial, post-trial, detained, post-trial incarcerant) population, and
- the ambiguous nature of any significant changes in CJS populations themselves.

TABLE 4-1

SENTENCING PATTERNS FOR SELECTED
OFFENSE CATEGORIES IN BUFFALO
CITY COURT - 1978 vs. 1979

(figures are %'s)

	<u>Local Institution</u>		<u>Conditional Discharge</u>		<u>Probation</u>	
	<u>1978</u>	<u>1979</u>	<u>1978</u>	<u>1979</u>	<u>1978</u>	<u>1979</u>
Petit Larceny	45.1	52.1	17.1	7.3	34.1	36.5
Possession of Stolen Property	61.4	56.3	4.5	3.1	29.5	37.5
Forgery	47.5	19.0	7.5	14.3	42.5	57.1
Prostitution	57.1	77.8	14.3	5.6	25.7	5.6
Criminal Trespass	54.8	52.1	11.9	16.7	33.3	29.2
Drugs	7.7	14.3	30.8	11.9	23.1	23.5

Estimated Number of Dispositions

	<u>1978</u>	<u>1979</u>
Petit Larceny	249	384
Possession of Stolen Property	132	128
Forgery	120	84
Prostitution	105	64
Criminal Trespass	126	192
Drugs	156	160

Table 4-2
ECC JAIL POPULATION
FOR SELECTED OFFENSE CATEGORIES
(1977 vs. 1978)

(Figures are percentages)

F = Felony

M = Misdemeanor

	<u>1977</u> <u>(N=1,172)</u>	<u>1978</u> <u>(N=1,216)</u>
Burglary and Burglars' Tools(F)	2.1	2.5
Burglary and Burglars' Tools(M)	0.3	0.6
Narcotics(F)	1.0	1.0
Narcotics(M)	2.0	2.1
Petit Larceny(M)	6.6	13.9
Prostitution/Vice(M)	<u>3.8</u>	<u>6.8</u>
Total	15.8	26.9

Table 4-3

ERIE COUNTY PRETRIAL DETENTION POPULATION
FOR SELECTED OFFENSE CATEGORIES
(1977 vs. 1978)

(Figures are percentages)

F = Felony

M = Misdemeanor

	1977 (N=8,257)	1978 (N=9,379)
Burglary and Burglars' Tools(F)	9.6	8.0
Burglary and Burglars' Tools(M)	0.3	0.3
Narcotics(F)	3.6	3.3
Narcotics(M)	1.9	2.3
Petit Larceny(M)	3.2	4.7
Prostitution/Vice(M)	1.1	3.0
Unlawful Entry(M)	<u>2.0</u>	<u>1.7</u>
Total	21.7	23.3

Table 4-4

ERIE COUNTY PRETRIAL DETENTION POPULATION

LENGTH OF DETENTION

(1977 vs. 1978)

(Figures are percentages)

<u>Number of Days Detained</u>	<u>1977 (N=8,257)</u>	<u>1978 (N=9,379)</u>
1-2	47.2	48.8
3-5	17.0	17.3
6-10	11.8	12.2
11-15	6.2	5.7
16-20	3.5	3.0
21-30	3.9	4.1
31-40	2.9	2.4
41-60	2.9	2.7
61-90	1.7	1.7
91+	2.8	2.3

Chapter 5 - TASC Impact on Treatment

During its first year of operations, Buffalo TASC succeeded in establishing excellent working relations with the treatment community. ECTA's first year Final Report noted that "TASC is viewed as both a valuable information resource and a significant time-saver...(whose) referral and monitoring activities seem to have become an integral part of the overall treatment process." Second year evaluation activities were designed to place TASC's impact on treatment into a more measurable context, testing for impacts that would (hypothetically) be reflected in available treatment data. For example,

- . What proportion of all drug clients in a particular treatment program are TASC clients?
- . What effect has the influx of TASC clients had on the characteristics (demographic, substance abuse, criminal history) of the overall client population?
- . To what extent, if any, have time and manpower allocations among treatment staff been modified as a result of TASC involvement?

As will be discussed in more detail below, the paucity of available treatment data made a substantial part of the proposed impact analysis impossible to perform.

Buffalo TASC has worked in the past with four types of treatment agencies: (1) City (outpatient), (2) Methadone Maintenance, (3) County, and (4) State-run. As a practical matter, however, TASC has had relatively little contact with three of these four types. There are only two Methadone Maintenance programs, together having only about twelve TASC clients in their caseloads. TASC is viewed primarily as a CJS information resource. These programs deal with individuals who are heavily involved in the criminal justice system, and they presumably have worked with Probation and with the now defunct MOU. TASC's limited use of these programs has been attributed to a substantial decline in heroin use in Buffalo in recent years. Most of the County programs have a mental health focus and do not deal extensively with substance abuse problems. With the exception of South Buffalo Reception Center, County programs have received only a handful of TASC referrals. Finally, the only state-run residence in the area (Masten Park) is to be closed down completely and was, in any event, never a major receiver of TASC clients.

The inquiry into TASC's impact on treatment must therefore focus on the DDAS City outpatient drug programs. TASC reported that there were 125 clients in treatment as of November, 1979. The evaluators determined that, in terms of treatment impact, this figure was somewhat misleading since it included 3 clients who were in jail, 26 clients who were in TASC urine monitoring, and 4 clients in the intake/detox/pending category. Of the 89 clients

who were actually in treatment agencies, 56 were in the four DDAS outpatient programs, distributed as follows:

<u>Program</u>	<u>Capacity</u>	<u>Actual Census</u>	<u># TASC Clients</u>
Masten	70	37	6
Fillmore	70	48	19
Riverside	70	29	7
Elmwood	70	49	24
	<u>280</u>	<u>163</u>	<u>56</u>

As can be seen, TASC clients make up approximately one-third of all active drug clients in DDAS programs. These figures were obtained from the new director of DDAS, who personally visited individual treatment programs to hand-validate client census. Because information management had been a problem in the past, the evaluators were able to collect only limited treatment data for their impact analysis. Table 5-1 compares the characteristics of TASC clients (Year One) with those of the overall DDAS drug client population as of September 1, 1979 for available data categories. On the basis of the figures presented, one can conclude that TASC deals with a far higher percentage of individuals in the 18-25 age range than is found in the overall breakdown of DDAS drug program clients, and that TASC intersects with a higher-than-expected percentage of black clients. With respect to primary drug of abuse, it appears that TASC deals with a disproportionately large number of primary marijuana/hashish users, and a disproportionately small number of primary users of CNS Downs. Because treatment program data from prior years were not available, it was impossible for the evaluators to determine the precise impact these differences are having on the overall treatment population. Based on the current figures available, it seems probable that TASC is, in fact, contributing to a material shift in the treatment population toward clients who are young, black, and primary marijuana/hashish users. According to the new director of DDAS, any further comparisons using client characteristics (e.g., criminal justice involvement, education, employment) would be meaningless in view of the scarcity of valid client data.

It appears that, with the reorganization of DDAS and the effort to revitalize the DDAS drug programs, TASC will begin to play an ever increasing role as an information and referral resource. However, TASC is still likely to be adversely affected by the shortage of alternative (i.e., other than outpatient) modalities for its clients. Buffalo TASC's limited use of methadone maintenance facilities (which already deal with individuals heavily involved in the CJS) and the nearly total unavailability of residential treatment facilities will continue to be limiting factors in any determination of TASC's impact on the entire treatment community.

Table 5-1

COMPARISON OF SELECTED CLIENT
CHARACTERISTICS - DDAS DRUG PROGRAMS
vs. TASC (YEAR ONE)

(Figures are percentages)

	<u>DDAS Drug Programs</u>	<u>TASC (Year One)</u>
<u>Age</u>		
16-17	5.5	5.0
18-21	15.8	29.6
22-25	18.0	26.2
26-30	37.2	25.0
31-40	19.7	12.5
41+	3.8	1.7
<u>Sex</u>		
Male	70.5	71.9
Female	29.5	28.1
<u>Race</u>		
Black	52.8	66.9
Hisp.	1.7	0.8
White	45.5	30.6
Other or Unknown	4.5	1.7
<u>Primary Drug</u>		
Heroin	17.4	20.7
Talwin*	21.2	22.7
PCP	6.5	4.5
CNS Downs	26.6	12.0
CNS Ups	8.2	6.2
Alcohol	0.5	4.5
Hallucinogens	7.6	1.7
Marijuana/Hashish	9.8	24.8
None or Unknown	2.2	2.9

*Presumably included under "Synthetics" for DDAS
Drug Program data

Chapter 6 - Cost Analysis

In its first year evaluation of Erie County TASC, the ECTA Corporation concluded the following in regard to TASC's fiscal performance:

1. Cost Effectiveness: Erie County TASC had failed to attain a cost effective status primarily because of low client census; high administrative, case management, and client acquisition costs; and added court liaison overhead.
2. Cost Comparison: Erie County TASC was found to be more expensive than similar TASC agencies studied nationally. It was suggested that agency reorganization or reduction ought to be considered if client census did not increase by 100%.
3. Cost Benefit: Erie County TASC saved between \$219,500.00 and \$590,570.00 in its first year of operations in reduced incarceration costs alone.

During the second year evaluation, the evaluators made the following findings in each of the above three areas:

Cost Effectiveness

The evaluators focused primarily on the level of services being delivered to TASC clients and the number of clients involved with TASC. It was evident from the first year evaluation that a cost effective status would depend on substantial increases in both areas. While client census did increase during the second year of operations, it is still low in comparison to other TASC programs of comparable size studied nationally. The number of potential clients screened did not increase significantly. In regard to the actual delivery of services, Table 6-1 compares the level of each type of service delivered to clients in TASC's second year of operations with those delivered during year one. As can be seen from those figures, a client remaining in TASC for at least five months will receive approximately one hour of services over and above what he or she would have received one year ago, with only about twelve of these additional sixty minutes being in the form of personal interactions. Over this same period of time, TASC will collect between ten and eleven urines from a client, as opposed to between eight and nine urines last year.

Table 6-2 breaks these figures down into functional unit comparisons. While the Tracking Unit's service delivery time has nearly tripled (from 9 minutes over 5+ months to approximately 26 minutes), the more substantial increase is in case management hours. Combining Table 6-1 and Table 6-2, we can conclude that there has been some increase in total service delivery, largely attributable to the Case Managers, but this increase has been, for the most part, in activities that do not involve direct client contact.

Table 6-3 places Buffalo TASC's level of service delivery in a wider context. On the basis of this analysis one can conclude that, over a period of six months, a Buffalo TASC client will receive only about 50 percent of the total service hours received by a TASC client in any of the other included TASC programs² over the same period of time. This finding reinforces the evaluators' conviction that Buffalo TASC could further increase its client census by another 75-100 percent without a reduction in the level or quality of services delivered.

(The methodology for calculating TASC's client service hours in Tables 6-1, 6-2, and 6-3 involved performance of a process transaction analysis as follows:

1. Selection of forty case files, stratified by status (active, terminated), and sequentially selected from each category
2. Logging of all personal interaction and case management activities (as well as urine collection data), identified by type of transaction and TASC worker involved
3. Assignment of time estimates to each type of transaction, based on staff approximations used in the first year transaction analysis.)

²All of which have been evaluated by ECTA using the same methodology for this analysis

TOTAL SERVICE HOURSANDAVERAGE URINESACROSS MONTH OF TASC PARTICIPATIONYEAR ONE VS. YEAR TWO

<u>NATURE OF ACTIVITY</u>	<u>MONTH OF PARTICIPATION</u>									
	1		2		3		4		5+	
	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>
Personal Interaction	1.91	1.95	0.13	0.24	0.08	0.06	0.05	0.30	0.20	0.03
Case Management	0.89	1.50	1.12	1.00	0.74	1.05	0.98	0.90	0.72	0.81
Average Urines Collected	3.0	2.5	1.6	1.5	1.7	1.2	1.7	2.3	2.5	1.1
<hr/>										
Service Hours (Minus Urines)	2.80	3.45	1.25	1.24	0.82	1.11	1.03	1.20	0.92	0.84
<hr/>										
Cumulative Total - Service Hours	2.80	3.45	4.05	4.69	4.87	5.80	5.90	7.00	6.82	7.84
Cumulative Total - Average Urines	3.0	2.5	4.6	4.0	6.3	5.2	8.0	7.5	10.5	8.6

Table 6-2

TOTAL SERVICE HOURS
ACROSS MONTH OF TASC PARTICIPATION
BY DIFFERENT UNITS
YEAR ONE VS. YEAR TWO

<u>UNIT</u>	<u>MONTH OF PARTICIPATION</u>									
	<u>1</u>		<u>2</u>		<u>3</u>		<u>4</u>		<u>5+</u>	
	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 1</u>	<u>Yr. 2</u>
Screening	0.26	0.21	--	0.03	--	--	--	--	--	0.01
Case Manage- ment	2.50	3.09	1.20	1.13	0.77	0.99	1.02	1.15	0.92	0.83
Tracking	0.04	0.16	0.05	0.09	0.05	0.13	0.01	0.06	--	--

CUMULATIVE TOTAL FOR 5+ MONTHS

	<u>YEAR 1</u>	<u>YEAR 2</u>
Screening	0.26	0.25
Case Management	6.41	7.19
Tracking	0.15	0.44

COMPARISON OF BUFFALO TASC
AVERAGE CLIENT SERVICE HOURS
WITH THOSE OF OTHER TASC PROGRAMS
FOR A CLIENT THAT HAS BEEN IN TASC
FOR SIX MONTHS

	<u>Buffalo</u>	<u>Program A</u>	<u>Program B</u>	<u>Program C'</u>	<u>Program D</u>
Personal Interaction	2.53	7.76	6.66	4.00	8.00
Case Management	4.23	5.27	6.89	11.00	5.06
	—	—	—	—	—
	6.76	13.03	13.55	15.00	13.06

'Figures are estimates

Cost Comparison

In its first year evaluation of Buffalo TASC, ECTA suggested that a 75-100% increase in client census would bring Buffalo's cost comparison figures within range of other TASC programs. Table 6-4 compares current cost figures for Buffalo TASC with those of the preceding year, as well as with the median and range of costs from the National TASC Evaluation. As is apparent from these figures, the increase in Buffalo TASC's client census has, in fact, brought down process unit costs to levels comparable to those of other TASC programs studied nationally. In two of four categories, Buffalo's costs are actually below the National median.

As noted in the preceding section on cost effectiveness, existing levels of service delivery indicate that client census could probably be doubled with no fall-off in services. If this increase does occur, process unit costs in all categories can be expected to be further reduced.

PROCESS UNIT COSTS
ERIE COUNTY (BUFFALO) TASC
YEAR ONE AND YEAR TWO
VERSUS
TASC PROGRAMS FROM THE NATIONAL EVALUATION

<u>Process Indicator</u>	<u>Buffalo TASC</u> <u>Year 1</u>	<u>Year 2</u>	<u>Median</u> <u>National</u> <u>Costs</u>	<u>National</u> <u>Range</u>
Total cost per TASC client ¹	1034	616	609	240 - 1159
Total cost per successful TASC client ²	2357	1235	888	330 - 1863
Screening and identification costs per potential client interviewed ³	19	13	18	3 - 303
Case Management costs ⁴	595	305	507	140 - 941

¹Cost/Active Clients at Year End plus Year's Discharges

²Cost/Active Clients at Year End plus Year's Successes

³Screening Costs (absorbing administrative share)/Potential Clients Interviewed

⁴Case Management Costs (absorbing administrative share)/Total Clients

Cost Benefit

Of 298 clients admitted to Buffalo TASC during its second year of operations, the evaluators estimate that:

- TASC will affect 73 cases at the dispositional stage
- On any given day, 70 percent of all TASC clients would be in jail but for TASC
- TASC will be involved in 14 pretrial diversions, of which 10 would not have been diverted but for TASC

The evaluators have been able to document that Buffalo TASC is dealing primarily with individuals who would be in pretrial detention in the absence of TASC intervention. The relatively low number of case dispositions involving TASC indicates that Buffalo TASC's major cost benefit is being derived not from lower post-sentence incarceration costs, but rather from a bail savings.

Assuming an active client caseload of 125, short-term cost benefit is computed as follows:

$$\begin{aligned} & \text{Daily cost of outpatient treatment (125 x \$5.07 = \$633.75)} \\ + & \text{Daily cost of TASC } (\$252,000/365 = \$690.41) \\ = & \$1,324.16 \end{aligned}$$

$$\begin{aligned} & \text{Daily jail costs saved = (88 x \$19.29 = \$1,697.52)} \\ + & \text{Daily costs saved by diversion = (10 x (\$140.00/365) = \$3.85)} \\ = & \$1,701.37 \end{aligned}$$

$$\begin{aligned} \text{Cost Benefit} &= (\$1,701.37 - 1,324.16) = \$377.21 \text{ per day} \\ &\text{or } \$137,681.65 \text{ per year}^1 \end{aligned}$$

The above figure is computed on the basis of a 100 percent client success rate. If just over one client in five (22 percent) fails in TASC and is sent to jail, the cost benefit figure drops to \$10.70 per day, or less than \$4,000 per year. Any further increase in the percentage of TASC clients eventually being returned to jail would make TASC a cost-additive proposition in this area. It should be noted that the daily cost of Buffalo TASC's evaluating, referring, and tracking its client caseload actually exceeds the treatment costs for these same clients (\$690 versus \$634). On the other hand, one must also bear in mind that this cost benefit figure may represent only a fraction of the total savings effected by TASC. In terms of long-term benefits, the evaluators derived some indication from client interviews that TASC had, indeed, been the catalyst for significant changes in the lifestyles of some of its graduates. Although not susceptible to numerically precise assessments, these long-term savings

¹Using cost estimates for outpatient treatment, jail, and diversion from the National TASC Evaluation

(increased education and employment, decreased crime and drug usage, etc.) are likely to be far greater, on a case by case basis, than the short-term savings described above.

END