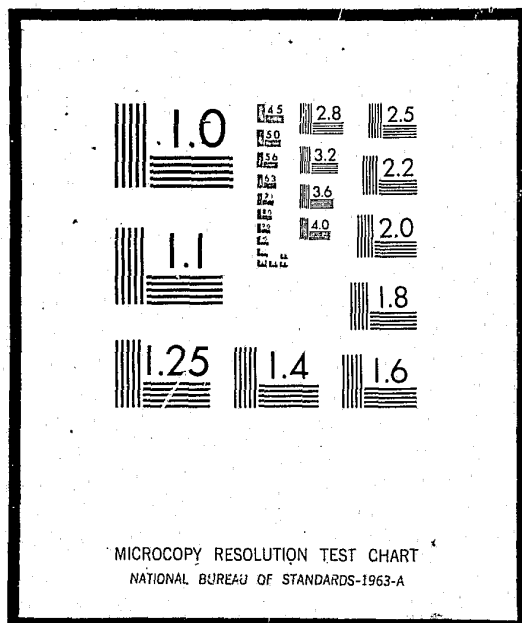


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U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
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U. S. DEPARTMENT OF JUSTICE LAW ENFORCEMENT ASSISTANCE ADMINISTRATION		EXPIRATION DATE 6-30-74 DISCRETIONARY GRANT PROGRESS REPORT READING ROOM	
ANTEE Division of Criminal Justice Colorado State Planning Agency		LEAA GRANT NO. 72-ED-08-0016	DATE OF REPORT 12/31/74
IMPLEMENTING SUBGRANTEE City and County of Denver Department of Safety		TYPE OF REPORT <input type="checkbox"/> REGULAR QUARTERLY <input type="checkbox"/> SPECIAL REQUEST <input checked="" type="checkbox"/> FINAL REPORT	
SHORT TITLE OF PROJECT TASC (Treatment Alternatives to Street Crime)		GRANT AMOUNT \$462,740	
REPORT IS SUBMITTED FOR THE PERIOD 7/1/73		THROUGH 10/31/74	
SIGNATURE OF PROJECT DIRECTOR 		TYPED NAME & TITLE OF PROJECT DIRECTOR BRUCE J. MARTIN, TASC DIRECTOR	
COMMENCE REPORT WHERE (Add continuation pages as required.) FINANCIAL REPORT (final fiscal to follow upon completion of audit and payment of all bills)			
1. GENERAL PROJECT DESCRIPTION		PAGES 1, 2, 3, 4	
2. PROJECT OBJECTIVES, DATA, COLLECTION, RESULTS AND EVALUATION		4 thru 34	
3. PROJECT NARRATIVE		35 thru 37	
4. MAJOR ACCOMPLISHMENTS		38	
5. MAJOR PROBLEMS		39 thru 43	
6. OVERVIEW		44	
APPENDICES OPIATE USE AND CRIMINALITY AMONG A JAIL POPULATION TASC TALK TASC PHASE I STUDY REVISION OF TASC COURT PROCEDURES			
STATE PLANNING AGENCY (official) 			DATE 2/10/75

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Grantees are required to submit Quarterly Progress Reports on project activities and accomplishments. No fixed requirements as to length or detail have been established, although some general guidelines appear below. It is expected that reports will include data appropriate to the stage of project development and in sufficient detail to provide a clear idea and summary of work and accomplishments to date. The following should be observed in preparation and submission of progress reports.

- a. Reporting Party. The party responsible for preparing the report will be the agency, whether grantee or subgrantee, actually implementing the project. Thus, where a State Planning Agency is the grantee but has subgranted funds to a particular unit or agency to carry on the project, the report should be prepared by the subgrantee.
- b. Due Date. Reports are submitted by the subgrantee to its State Planning Agency on a quarterly basis (i.e., as of June 30, September 30, December 31, and March 31) and are due at the cognizant Regional Office on the 30th day following the close of the quarter (unless specified otherwise by LEAA). The first report will be due after the close of the first full quarter following approval of the grant (i.e., for a grant approval on May 1 the first report will be due for the quarter ending September 30. It will cover the five month period May through September). The award recipient's final progress report will be due 90 days following the close of the project or any extension thereof.
- c. Form and Execution. Three (3) copies of each report should be submitted. However, five (5) copies must be submitted for all final reports. (If the grantee wishes to submit the same report to several agencies it may utilize LEAA Form 4587/1 (1-73) as a face sheet completing all items and attach the report to it.) If continuation pages are needed, plain bond paper is to be used. It should be noted that the report is to be signed by the person designated as project director on the grant application or any duly designated successor and reviewed by the cognizant State Planning Agency.
- d. Content. Reporting should be non-cumulative and describe only activities and accomplishments occurring during the reporting period. These activities and accomplishments should be described with specific attention to project phases or stages completed (e.g., initial planning stage, completion of preliminary survey effort, purchase of required equipment, staging of pilot training program, etc.). Reports should be concrete and specific concerning accomplishments (e.g., number of people trained, volume of correctional services provided, extent of equipment usage, etc.). Special emphasis should be placed on comparison of actual accomplishments to goals established for the report period. If established goals were not met, reasons for slippage must be given. Special reports, evaluation studies, publications or articles issued during the period should be attached, and major administrative or design developments should be covered (e.g., changes in personnel, changes in project design, improvements or new methods introduced). Budget changes should be touched upon. Problem areas and critical observations should be mentioned and frankly discussed, as well as project successes.
- e. Dissemination. All three (3) copies of regular quarterly progress reports and all five (5) copies of final reports should be submitted to the subgrantee's State Planning Agency. After review the State Planning Agency will forward two (2) copies of the quarterly report and four (4) copies of the final report to the cognizant LEAA Regional Office. The Regional Office will route the reports to all interested LEAA units. Copies should also be provided to other agencies cooperating in or providing services to the project.
- f. Special Requirements. Special reporting requirements or instructions may be prescribed for discretionary projects, certain program or experimental areas to better assess impact and comparative effectiveness of the overall discretionary program. These will be communicated to affected grantees by LEAA.

A. GENERAL PROJECT DESCRIPTION

The relationship between opiate use and stranger-to-stranger street crime has been well documented at both the national level (see, e.g., W. Plain and L. Jackson, "Narcotics Use and Crime," D.C. Department of Corrections (1970) and at the local level (Weissman et al., "Opiate Use and Criminality Among a Jail Population, 1 Addictive Diseases (1974) (Appendix I)). The TASC concept seeks to interrupt the drug-driven "cycle of street crime-to-arrest-to-street crime by identifying addicts shortly after arrest and referring them to appropriate treatment modalities" (A Methodology for Conducting a Comparative Evaluation of TASC," The Mitre Corporation, NILECJ (1974). TASC projects are now funded in over twenty major cities by LEAA ("TASC TALK," LEAA (September 1974) (Appendix II)).

At the outset of the initial grant period little local research existed concerning the incidence of drug use within the Denver criminal justice system and the relationship of this drug use to target crime. Consequently, the TASC grant proposal built in a several month epidemiology study component. From October 22 to December 24, 1973, TASC personnel conducted a comprehensive epidemiology study of the Denver City Jail population. The results of that study are found in the TASC Phase I Study (Denver Department of Safety (January, 1974), (Appendix III)). The major finding of the study period was that approximately 170 opiate users* were booked into Denver City Jail monthly. Subsequent TASC experience has reduced that estimate to 130 (see, "TASC Evaluation Report," Denver TASC (April, 1974).

*These individuals were identified as opiate users through urinalysis and self admission. They were not determined to be "addicts" which is a (medical) clinical diagnosis which would have required more definitive and expensive testing."

As noted supra, the relationship between opiate use and target crime has been documented at the local level. Of 125 burglary arrestees booked at Denver City Jail during the TASC Phase I Study, 26.4% were identified as opiate users and 25.4% of the 83 robbery arrestees were identified as opiate users. In a recently completed study of 200 opiate users screened by TASC, it was determined that the subjects show a mean yearly Impact Crime arrest rate of .41 (Weissman et al, "Addiction and Criminal Behavior," in press, (1974).

On the basis of this documented relationship between opiate use and Impact Crime, the TASC concept seeks to provide a mechanism whereby the criminal justice system can identify opiate user clients and refer them into appropriate treatment programs. The Denver TASC project, in its first year of operation, was comprised of five programmatic units -- Intake, Tracking and Evaluation Treatment, Supportive Services and Central Administration. Clients were screened and evaluated by the Intake Unit. Tracking and Evaluation both monitored client progress for the criminal justice system and conducted the program evaluation function. Treatment services were provided by the Treatment Unit. Services in support of treatment were provided by the Supportive Services Unit. The overall functioning of the project was supervised by the Central Administration Unit.

The decision to adopt this particular mix of programmatic services was based both on national LEAA policy and an assessment of local needs and resources. Due to a change in national policy, the Treatment Unit has been phased out and transferred to another city agency. Supportive Services functions have also been picked up by other city agencies. Further assessment reflected changes in the other programmatic units. This reorganization has led to an upgrade of some positions in Intake and Evaluation which will increase the

level of services during the continuation period. Clearly, the perceived need for the essential TASC services, screening, client evaluation, and client tracking, has been substantiated by the project's first year experience.

In the Phase I study the project examined all arrestees booked into City Jail during the last two months of 1973. Of the total arrestee population, the following is the breakdown of drug use and some demographic characteristics. This Data was directed toward meeting the first Grant objective.

"Determine among those individuals booked into Denver City Jail and voluntarily submitting to urinalysis the extent of opiate use within that group and the characteristics thereof."

	#	%
A. Total Arrestee Population of	5,197	100.0
B. Selected for Interview	1,882	36.2
C. Agreed to be Interviewed	1,784	34.3
D. Identified as a Regular Opiate User	342	6.6
E. Opiate User Arrest Charges		
Assault	11	2
Burglary	33	.6
Robbery	16	.3
Drugs	147	2.8
Theft/Larceny	30	.6
DUI/Public Intoxication & Public Order	32	.6
Other	73	1.4

There was an approximately equal racial distribution among Anglos, Chicanos, and Blacks. There were 19% female users as opposed to 12% in the general

arrestee population. Age grouping was concentrated between 21 and 30 (70%), with 9% between 18 and 21, and 20% over 30. At least 65% had been using opiates for 1 to 6 years and 68% started using opiates under the age of 21. 53.7% showed a positive desire for TASC treatment.

B. PROJECT OBJECTIVES, DATA COLLECTION, RESULTS AND EVALUATION

The following is an objective by objective evaluation of Project TASC as of November, 1974. The data is current with the exception of three Evaluation Plan objectives. One objective, the client rearrest rate, was accomplished for the planned end of the grant, September 1; a repeated analysis is not cost effective at this time. The two objectives of employment/training status and social progress were intended to measure the value and need for a TASC Supportive Services Unit; that unit was deleted in early September so that evaluation of the two objectives is not updated here.

The report is the final evaluation report of the project's first year of operation. The analysis proceeds according to the approved Evaluation Plan.

TASC EVALUATION PLAN OBJECTIVE

Determine among those individuals booked into Denver City Jail and voluntarily submitting to urinalysis the extent of opiate use within that group and the characteristics thereof.

SUMMARY ANALYSIS OF TASC CITY JAIL DATA
(November 1, 1973 - November 1, 1974)

INTRODUCTION:

The TASC City Jail operation has been divided into two major phases. Phase I, from the last week of October through December, 1973, intended to provide epidemiological and problem definition data on the opiate using elements of the arrestee population within the Denver City Jail. During Phase I, TASC staff maintained essentially 24 hour per day coverage at the Jail and provided extensive information on the nature and size of the target group. The present phase, Phase II, during which actual TASC client intake has been conducted, became operational on January 1, 1974. The general procedure is to first screen the booking sheet for potential clients, i.e., arrestees who are likely to be opiate users. The arrestees are approached for an interview and if consent is given an interview is administered which determines the level and type of the drug use and whether or not the individual is interested in the TASC alternative. In the event of interest in TASC participation, an extensive interview is then conducted which becomes the basis for any report to the courts and the initiation of the client's clinical evaluation.

The purpose of the present report is to summarize the findings of the jail operation through November 1. The first section will concern the most notable findings of the Phase I study. The Phase II operational phase will be discussed in two sections. The first of these sections will be a synopsis of the first four months' data. During this period, TASC was collecting basic demographic data on the general arrestee population and administering an intensive interview of potential clients. On May 1, TASC, in accordance with national TASC policy and a reduced staff level, discontinued urinalysis and the collection of data on the general arrestee population. To reflect

accurately the shift in operation, this report will include the analysis of variables common to both the pre-May 1 and the post-May 1 periods.

A more thorough treatment of the highlighted periods can be found in previous TASC reports ("TASC Phase I Study", "Evaluation Report - January 1 to April 30, 1974").

PHASE I SUMMARY

During the sixty day Phase I study, TASC recorded information on 5,197 arrestees. Of the sample, 1,882 (36.2%) were approached for the interview with only 98 (5.2% of those approached) refusing an interview. Of the total interviewed (N = 1784), 342 arrestees were identified as regular opiate users through self-admission (defined as having used, in the past or presently, opiates every few days or daily) and/or a urine sample positive for natural or synthetic opiates. The 342 identified regular opiate users represent 1,784 (19.2%) of the number interviewed and 5,197 (6.6%) of the total arrestee population is obviously a minimum estimate as there were an unknown number of regular opiate users who either refused an interview or were released before an interview could be conducted.

The most prominent charges associated with the identified regular opiate users are displayed in the table below. Drug offenses are by far the most frequent charge of the identified regular opiate users. Property acquisitive crimes represent a substantial proportion with Burglary, Robbery, and Theft/Larceny composing 23.3% of the total charges. Impact offenses account for 17.6% of the charges of the identified regular opiate users. In contrast, only 6.4% of the general jail population was arrested on Impact charges. Identified regular opiate users represented 26.4% of those arrested for Burglary and 25.4% of those arrested for Robbery.

(SEE TABLE I - NEXT PAGE)

TABLE I

SIGNIFICANT CHARGES OF IDENTIFIED REGULAR OPIATE USERS

CHARGE	N	%
ASSAULT	11	3.2
BURGLARY	33	9.7
ROBBERY	16	4.7
DRUG	147	42.7
THEFT/LARCENY	30	8.9
DUI, PUBLIC INTOXICATION & PUBLIC ORDER	32	9.5
OTHER	73	21.3
TOTAL	342	100.0

One purpose of the Phase I study period was the assessment of the treatment experiences of opiate users passing through City Jail. Furthermore, it was necessary to determine that group's inclination towards treatment in general and the TASC alternative in particular. The data collected indicated that 43.8% of the identified regular opiate users had had no treatment experience, past or present, and any exposure to treatment was most likely to have been an outpatient methadone maintenance experience.

PHASE II DATA FROM JANUARY 1 TO APRIL 30

As a continuation of the preliminary baseline data for the TASC evaluation, individuals booked into the Denver City Jail were interviewed for drug involvement, arrest data, and general background information. During the four month period, information in 7,087 persons booked into the Jail was gathered. Of the whole population, 1,190 (16.9%) persons were contacted for interviews by the TASC counselors; the rest were not contacted because of the nature of their charges or because of the absence of interviewers. TASC began the ac-

tual intaking of clients on January 1, and, thusly, was required to allocate resources to client intake and not to data collection. The effect was an expected reduction in the number of arrestees initially screened and interviewed. In the four month period, of the 1,190 arrestees contacted for an interview, a large majority, 94.0%, consented. For all but the first three weeks of the study period, identified regular opiate users were queried concerning their current and past treatment. The findings regarding exposure to treatment support the earlier findings of Phase I. Aggregately, 42.8% of the identified regular opiate users have had no treatment experience, past or present. Specifically, 42.4% had had previous treatment, whereas only 27.1% were currently involved in treatment. Similar to the Phase I findings, persons experiencing treatment were for the most part participants in out-patient methadone maintenance programs.

COMPOSITE PHASE II DATA - JANUARY 1 TO NOVEMBER 1

The composite data of Phase II regarding arrestees interviewed and arrestees subsequently identified as regular opiate users will now be presented. Since urinalysis was discontinued as of May 1, regular opiate use was established after that date only by the self-admission of having ever, in the past or at present, used opiates every few days or daily. The composite figures below concerning identified regular opiate users employs either self-admission or urinalysis (Pre-May 1) as the means of identification. The combining of these identificatory means may seem inconsistent but is justified in that either method is merely a different means of identifying regular opiate users within the jail population.

From January 1 to November 1, 1,860 arrestees were interviewed at the City Jail by TASC staff. Of those interviewed, 517 27.8% were identified as regular opiate users. The demographic factors determined are consistent with previous TASC findings. A greater proportion of females is found in the identified o-

opiate user group than in the general arrestees population (20% vs. 11 - 12%). The racial breakdown of the group is about equally distributed between White, Black and Chicano. The equal proportion is contrasted to 54% proportion of Whites found in the general arrestee population. The identified regular opiate user group is in large measure young with 62.5% being under the age of 27.

TABLE II

DEMOGRAPHIC DATA OF IDENTIFIED REGULAR OPIATE USERS

(N = 517)

<u>SEX</u>	N	%
M	413	79.9
F	104	20.1
<u>TOTAL</u>	<u>517</u>	<u>100.0</u>
<u>RACE</u>		
WHITE	158	30.6
BLACK	177	34.2
MEXICAN AMERICAN	182	35.2
INDIAN	---	---
ORIENTAL	---	---
<u>TOTAL</u>	<u>517</u>	<u>100.0</u>

<u>AGE</u>	N	Relative Frequency %	Cumulative Frequency %
18 - 20	56	10.8	10.8
21 - 23	156	30.2	41.0
24 - 26	111	21.5	62.5
27 - 30	93	18.0	80.5
OVER 30	101	19.5	100.0
<u>TOTAL</u>	<u>517</u>	<u>100.0</u>	<u>100.0</u>

The arrest data for the period is also consistent with the earlier TASC findings.

The identified regular opiate users exhibit a large proportion of drug charge arrests and a number of property acquisitive crimes. Similar to Phase I findings, a substantial portion, 15.5% of the identified regular opiate users had been arrested on Impact charges.

TABLE III

SIGNIFICANT CHARGES OF IDENTIFIED REGULAR OPIATE USERS

(N = 517)

<u>CHARGE</u>	N	%
ASSAULT	12	2.3
BURGLARY	52	10.1
RAPE	---	---
ROBBERY	16	3.1
DRUGS	325	62.9
THEFT	37	7.2
DRUNK, DUI, & DISTURBANCE	6	1.2
OTHERS	69	13.3
<u>TOTAL</u>	<u>517</u>	<u>100.0</u>

The opiate use history of the identified regular opiate users shows a young group with a moderate length of addiction; approximately 2/3 of the group admitted to a length of addiction from one to six years. The identified regular opiate users in the arrestee population are young, with an early age of opiate use onset; of the group 86.3% had become addicted before age 24. The group further reflects a broad range of lengths of opiate addiction. Whereas approximately 2/3 of the group had been addicted for less than six years, a considerable portion 22.7% had been addicted for ten years or more.

TABLE IV

OPIATE USE VARIABLES OF SELF-ADMITTED REGULAR OPIATE USERS
(N=493)

AGE OF ONSET	Relative Frequency		Cumulative Frequency %
	N	%	
17 & UNDER	169	34.3	34.3
18 - 20	166	33.7	68.0
21 - 23	90	18.3	86.3
24 - 26	34	6.9	93.2
27 - 30	20	4.1	97.3
OVER 30	14	2.8	100.0
TOTAL	493	100.0	100.0

LENGTH OF OPIATE ADDICTION

YEARS LENGTH	Relative Frequency		Cumulative Frequency %
	N	%	
1 - 3	144	29.2	29.2
4 - 6	178	36.1	65.3
7 - 9	59	12.0	77.3
10 - 12	31	6.3	83.6
OVER 12	81	16.4	100.0
TOTAL	493	100.0	100.0

During the period of January 1 to April 30, the interviewed arrestees were queried concerning their most frequent use ever of various drugs. After May 1, the item was changed to assess the current use of the various drugs. Comparison between the two items would suggest that frequent use of drugs other than opiates is most likely to have occurred in the past and not presently. With the exception of barbiturates and amphetamines, other drugs are not frequently used. Frequent use is

defined as using the drug weekly or more frequently.

TABLE V

MOST FREQUENT POLYDRUG USE EVER AMONG IDENTIFIED REGULAR OPIATE USERS

(From interviews January 1 - April 30)
(N=333)

DRUG TYPE	N	%
AMPHETAMINES	64	19.2
BARBITURATES	56	16.8
COCAINE	29	8.7
PSYCHEDLICS	33	9.9

CURRENT FREQUENT POLYDRUG USE AMONG IDENTIFIED REGULAR OPIATE USERS

(From interviews May 1 - November 1)
(N=184)

DRUG TYPE	N	%
AMPHETAMINES	5	2.7
BARBITURATES	6	3.3
COCAINE	6	3.3
PSYCHEDELICS	3	2.0

The critical variable for the TASC City Jail operation is the intaking of potential TASC clients. The necessary antecedent to intake is the initial interest toward the TASC alternative on the part of the potential client. The period under discussion showed a majority of the identified regular opiate users as having a positive interest toward TASC; a full 53.2% responded positively to the idea of TASC involvement. In order of decreasing frequency, the following reasons were stated for a negative interest concerning TASC participation (the percentages given represent the proportion of total identified regular opiate users): (1) past, but no current

addiction (10.2%); (2) unsure (7.0%); (3) not interested (5.9%); (4) already involved in TASC (5.8%); (5) satisfied with current treatment program (5.2%).

TABLE VI

DESIRE FOR TASC OF IDENTIFIED REGULAR OPIATE USERS

(N=517)

DESIRE FOR TASC	N	%
POSITIVE	275	53.2
NEGATIVE	242	46.8
TOTAL	517	100.0

IMPACT OFFENDERS

The interviews of the study period realized a total of 322 arrestees booked on charges of Impact offenses. Of the Impact offenders, 76 (23.6%) admitted to having used opiates as frequently as every few days. Of the 134 specifically asked about frequency of current opiate use (post-May 1), 30 (22.4%) admitted to frequent use. The relative frequencies of the ages of opiate onset are presented in the table below. Along with the opiate data presented are tables exhibiting the polydrug use of Impact offenders as determined by interview. The polydrug tables reflect frequent use as previously defined.

(SEE TABLE VII - NEXT PAGE)

TABLE VII

SELF-ADMITTED AGE OF FIRST REGULAR OPIATE USE FOR IMPACT OFFENDERS

(N=322)

AGE OF ONSET	N	%
NO ADMITTED REGULAR OPIATE USE	246	76.4
17 AND UNDER	27	8.4
18 - 20	32	9.9
21 AND OVER	17	5.3
TOTAL	322	100.0

MOST FREQUENT POLYDRUG USE EVER AMONG INTERVIEWED IMPACT OFFENDERS

(From interviews January 1 - April 31)

(N=188)

DRUG TYPE	N	%
AMPHETAMINES	30	15.6
BARBITURATES	16	8.3
COCAINE	5	2.6
PSYCHEDELICS	11	5.7

CURRENT FREQUENT POLYDRUG USE AMONG INTERVIEWED IMPACT OFFENDERS

(From interviews May 1 - November 1)

(N=134)

DRUG TYPE	N	%
AMPHETAMINES	6	4.5
BARBITURATES	5	3.7
COCAINE	2	1.5
PSYCHEDELICS	3	2.2

The response to the TASC alternative is less favorable among identified regular opiate users who are also Impact arrestees than among the general group of identified regular opiate users. Less than half (42.1%) of the Impact arrestee/identified regular opiate users responded positively to the idea of the TASC alternative.

DESIRE FOR TASC OF IMPACT ARRESTEES/IDENTIFIED REGULAR OPIATE USERS

(N=76)

DESIRE FOR TASC	N	%
POSITIVE	32	42.1
NEGATIVE	44	57.9
TOTAL	76	100.0

TASC EVALUATION PLAN OBJECTIVE:

Of those booked into Denver City Jail voluntarily submitting to urinalysis and indicating current opiate use as a result of the urinalysis, enroll 50% into a drug treatment program.

TASC CITY JAIL PROCESS EFFECTIVENESS

A major function of the TASC process is to establish contact with potential clients at the City Jail and then to follow the client through the criminal justice procedure to the eventual entry into treatment. The following report, in keeping with the Evaluation Plan, is an assessment of TASC effectiveness in the placement of identified opiate using arrestees into formal treatment. The report includes all the identified opiate using arrestees between January 1 and November 1, 1974 who indicated a positive desire toward participation in the TASC program. Identification of regular opiate use and determination of desire for TASC is made by interview conducted by TASC personnel soon after an arrestee is booked at the Denver City Jail. Where appropriate, the preliminary interview is followed by a more intensive psycho-social evaluation aimed at providing an initial appraisal of the suitability of the arrestee for eventual treatment referral. Contrary to the criteria of the original Evaluation Plan, identification of regular opiate use is made by self-admission during interview and not by urinalysis; the modification was justified by project experience with the nonutility of urinalysis and by national TASC policy (see "TASC Talk" May, 1974; "Denver TASC Quarterly Report April 1, to June 30, 1974").

The study period realized a total of 517 identified regular opiate users, 275 (53.2%) of which indicated a positive interest in the TASC alternative. The records of the TASC Tracking Unit were reviewed to determine the TASC outcome of the 275 cases.

TABLE 1

TASC OUTCOMES OF IDENTIFIED REGULAR OPIATE USERS
INITIALLY POSITIVE FOR TASC TREATMENT
(N=275)

<u>OUTCOME</u>	<u>N</u>	<u>%</u>
TREATMENT	29	10.5
PRE-TREATMENT	4	5.1
CDE	4	1.4
AWAITING COURT	29	10.5
TREATMENT SUSPENDED	3	1.1
PROGRAM FAILURE	8	2.9
PROGRAM SUCCESS	1	.4
CJS REFUSAL	9	3.3
CLIENT REFUSAL	4	1.4
PROGRAM REFUSAL	5	1.8
CASE DISMISSED	1	.4
UNKNOWN	168	61.1
<u>TOTAL</u>	<u>275</u>	<u>100.00</u>

The table displays the data of one source of TASC intake, the City Jail. The data show that only 10.9% of the subjects were actually enrolled in formal treatment under TASC supervision. An additional 17.0% are in statuses (Pre-treatment, CDE, Awaiting Court) which imply the possibility of a future positive TASC outcome. The aggregate proportion (10.9%) is relatively low for those put out of the TASC process (Treatment Suspended, Program Failure, CJS Refusal, Client Refusal, Program Refusal, Case Dismissed). The modal category, and the most confounding, is the category of Unknown, which includes 61.1% of the group.

There are a few possible explanations for the composition of the Unknown category. The category could include those that expressed some interest while in the City Jail.

but simply never showed for further contact with TASC. Others in the Unknown category could be absconders from the criminal justice system in general, and not be lost only to TASC tracking. Another possibility is that a number of the people expressing interest in TASC had been booked under investigation of an offense, and subsequently had the charge dropped entirely. The significance of this possibility is that the motivation of potential criminal justice involvement is removed with such occurrences. Currently TASC does not have the resources to determine the number of such cases that are actually filed on. However, the number of investigation charges within the group can be examined. For example, approximately 43% of the group were booked on the unspecified drug charge of investigation of illegal use and possession. If a number of these subjects subsequently had their drug charges dropped, a proportion of potential clients would be removed from the criminal justice system and lost to TASC. As TASC does not have the resources to detect the dropping of the charges, such cases would be labeled as Unknown by the TASC Tracking Unit.

A significant point of client loss could be after the identification at the City Jail of a potential client, but prior to the intensive intake evaluation. The import of the possibility is that only identification would be made, but not the establishing of a working relationship with the potential client and the opportunity to impress upon the individual the need for further contact with TASC. The data support the significance of intensive evaluation. Of the 168 Unknowns, 109 were never intaked (due to insufficient staff levels as discussed in prior reports, see "TASC Quarterly Report, April - June, 1974"). The elimination of the non-intaked subjects for the analysis provides a more positive view of the TASC process. Of the total of 212 City Jail arrestees intakes, 110 (51.9%) achieved a positive status within the TASC process, i.e., Treatment, Pre-treatment, Awaiting Court, Program Success, or CDE. The implication is that the intensive intake evaluation is of great importance in insuring the continued association of TASC and potential clients.

TASC EVALUATION PLAN OBJECTIVE:

Reduce by 10% the rate of rearrest for Impact Crime of TASC clients compared to a randomly selected contrast group selected from Phase I subjects.

IMPACT REARREST RATE FOR TASC CLIENTS

A critical measure of the efficacy of the TASC process is the Impact offense rearrest frequency of subjects who have been exposed to TASC supervised treatment. An expressed objective of the TASC process is the ultimate reduction in the criminal activity of regular opiate users. To evaluate the achievement of this goal, the following study design was implemented. TASC records were reviewed to discover the identity and Denver Police I.D. number of clients in TASC supervised treatment as of September 1. A comparison group was selected. A group of 54 subjects was randomly selected by Denver Police I.D. number from the group of regular opiate users identified during the TASC Phase I study period; the comparison group is called the Phase I group. The official Denver Police arrest records were examined to determine the frequency of arrest for the subjects of the TASC group and of the Phase I group.

The exposure period, the period for which arrests were recorded, were different for each of the groups. Arrests were recorded for the TASC clients for the period starting with the date of formal entrance into TASC supervised treatment and ending on September 1. The comparison group, the Phase I group, was given an exposure period extending from January 1 (the end of the Phase I period) until September 1. The exposure realized varied between the groups. The TASC clients averaged 4.1 months in TASC supervised treatment as of September 1. The Phase I group's exposure period represented the 8 months between January 1 and September 1.

The comparability of groups as evidenced by demographic factors is disclosed in the table below. It is apparent that the groups are dissimilar in some respects. The TASC group has a proportion (68.3%) of males considerably lower than the other group (90.7%). Racially, the TASC group holds a far lower percentage (11.5%) of Whites; Blacks are underrepresented within the Phase I group. The Phase I group is the older

group with a mean age of 31.1 years; the mean age of the TASC group is 27.3 years.

TABLE I
DEMOGRAPHIC CHARACTERISTICS

	TASC		PHASE I	
	N	%	N	%
SEX				
MALE	42	68.9	49	90.7
FEMALE	19	31.1	5	9.3
TOTAL	61	100.0	54	100.0
RACE	N	%	N	%
WHITE	7	11.5	16	29.6
BLACK	26	42.6	11	20.4
CHICANO	28	45.9	27	50.0
TOTAL	61	100.0	54	100.0
AGE	N	%	N	%
20 & UNDER	3	4.9	1	1.9
21 - 25	30	49.2	12	22.2
26 - 30	12	19.7	12	22.2
OVER 30	16	26.2	29	53.7
TOTAL	61	100.0	54	100.0

The arrest data of the two groups were analyzed by determining the proportion of each group which had experienced any arrests during the study period. As shown in the table below, rearrests were examined for different categories of offenses. The data fail to establish any definite arrest frequency differences between the two groups. The TASC client group has a proportion of members participating in Impact offenses 10% less than the Phase I group (10.6% < (13.0% - 1.3%)) but the difference is not statistically significant. Likewise, there is a considerable difference in the proportion of the TASC group and the proportion of the Phase I group experiencing a non-drug arrest, but the difference does not reach a level of statistical significance.

TABLE I
PROPORTION OF GROUP EXPERIENCING ARREST

	TASC CLIENTS (N=66)		PHASE I GROUP (N=54)	
	N	%	N	%
<u>DRUG ARRESTS</u>				
NONE	46	69.7	37	68.5
ONE OR MORE	20	30.3	17	31.5
$\chi^2 = .02$ df = 1 N.S.				
<u>IMPACT ARREST</u>				
NONE	59	89.4	47	87.0
ONE OR MORE	7	10.6	7	13.0
$\chi^2 = .16$ df=1 N.S.				
<u>NON-DRUG ARRESTS</u>				
NONE	50	75.8	34	63.0
ONE OR MORE	16	24.2	20	37.0
$\chi^2 = 1.952$ df=1 N.S.				

Continued TABLE

TOTAL ARRESTS	N	%	N	%
NONE	35	53.0	26	48.1
ONE OR MORE	31	47.0	28	51.9
$\chi^2 = .28$ df=1 N.S.				

As presented, the data does not indicate any significant arrest difference between the TASC treatment group and the Phase I comparison group. The conclusion from the utilized design is that little reduction in criminal behavior, as indicated by official arrests, can be attributed to exposure to TASC supervised treatment. The reservations to the conclusion are substantial. First, the number of clients in TASC treatment (N=66) as of September 1, 1974 is relatively low. Hopefully as Denver TASC intakes more clients, distinctive rearrest patterns can be more reliably determined.

The second critical reservation is the meaning of an official arrest; obviously all criminal behavior does not result in an arrest and similarly all arrests do not reflect actual criminal behavior. The case of the latter is shown in the local police action of arresting for the investigation of a charge, most notably drug related, with the intent only of questioning and not of filing. An examination which may shed light on this problem would be the determining of proportion of arrests which result in conviction. A 1972 Denver study¹, determined that of a group of opiate addicts' 1,459 drug arrests there were only 224 (15.4%) drug convictions. Interestingly of the group's 927 Impact offense arrests only 271 (29.2%) resulted in conviction. One line of reasoning would be that the low conviction rates indicate a number of arrests which were not reflective of actual criminal behavior. Perhaps the arrests occurred because of the high visibility of opiate addicts to police. Of course, the rejoinder is that the failure to convict may well be a function of legal processes totally divorced from the actual behavior. The point the reader should understand is that the evaluation of criminal behavior by official arrest data should be weighed cautiously.

¹ Giacinti, T., et al, "Characteristic of a Sample of Arrested Denver Opiate

TASC EVALUATION PLAN OBJECTIVE:

Exhibit a drug-free addict day percentage of 75% illustrative of decreased illegal drug use by TASC clients.

ANALYSIS OF TASC CLIENT DRUG USE

Evaluation of the random samples of urinalysis results taken by clinics was done for the combined months of June through October, (153 days). In compliance with Evaluation Plan guidelines, clients included in the analysis were only those having been in treatment for greater than a 60 day grace period.* Analysis was done by computing a range of drugfree days which intends to represent the amount of drug use indicated by the number of positive urines.** One computation, Maximum Drugfree Days, counts each positive urine as representing one day of drug use: nontesting days are presumed drugfree. The other computation, Minimum Drugfree Days, considers each positive urine as representing a portion of the month; if six urines were given, each urine represents 1/6 or five days of the month; one positive urine would represent five days of drug use.

Using the formulae described, the TASC clients fulfilling the sixty day requirement, easily surpass the 75% drugfree day evaluation objective. The Maximum Drugfree Days was determined to be 145.5 days. The alternative computation showed 137.4 Minimum Drugfree Days. The range represented by the figures is 89.8% to 95.1% drugfree days. The range compares favorably with a control group of volunteers tested over a comparison three month period whose drugfree range was 80.2% to 95.3%.

* Only 47 out of 63 clients were used for computation of the achievement of this objective; remaining 15 were still in the adjustment period.

** A urine is positive if any of the following are indicated to be present: natural or synthetic opiates, amphetamines, barbiturates, cocaine, major or minor tranquilizers.

EMPLOYMENT/TRAINING STATUS OF TASC TREATMENT CLIENTS

TASC EVALUATION PLAN OBJECTIVE:

Have 75% of the clients employed or enrolled in education/training programs.

The information concerning the employment, training, and education statuses is gathered by a form filled out quarterly by clinic counselors. The instrument proposes to determine type of employment/training, length of participation, and amount of income. The employment/education participation presented here will be twofold. First, the percentage of clients having participated in employment/training during the report period will be noted. Secondly, the percentage of participants still employed or in training at the end of the quarter will be reported.

As of September 1, 58 clients had had data collected about them via the quarterly form. Of the 58, 9 (15.5%) were held to be unemployed and untrainable; i.e., housewives, disabled persons, hospitalized persons, incarcerated persons. Of the 49 employable and trainable clients, 27 (55.1%) clients were employed at some time during the quarter, 19 (38.8%) were unemployed for the entire quarter, and 3 (6.1%) participated in a training or education program. At the end of the reporting quarter, 24 (49.0%) clients were employed, 24 (49.0%) were unemployed. One client (2.0%) was still participating in a training or education program (two clients had completed their programs during the quarter). It is apparent that the Evaluation Plan objective of 75% employment/training program participation has not met.

TASC EVALUATION PLAN OBJECTIVE:

Maintain a program retention rate of 75%.

PROGRAM RETENTION OF TASC CLIENTS

Between January 1 and November 1, 110 clients were formally admitted into treatment through the TASC process. The TASC retention rate was determined by reviewing the Tracking Unit records for the ultimate outcomes of the formally admitted 110 clients. The outcomes can be seen in the table below. Five clients successfully completed treatment in accordance with the TASC agreement. There were 21 (19.1%) clients who failed to comply with treatment guidelines and were therefore terminated by TASC as treatment failures. Additionally, 13 (11.8%) were terminated by the courts and subsequently incarcerated. Of the group, 71 (64.6%) remained in treatment as of September 1.

The retention rate is computed by taking the number of current treatment participants as a percentage of the total number admitted minus the number of treatment successes. Computing the retention rate in the prescribed way provides a TASC treatment retention rate of (67.6%) (71/88). The rate is below the Evaluation Plan objective of 75%. It should be mentioned that in effect the true retention rate may be somewhat higher. This possibility is suggested because of the 13 clients found to have been terminated by the courts, 11 were terminated because of previous charges which had not come to court disposition before the client had entered TASC treatment.

TASC CLIENT RETENTION

CLIENT OUTCOME	N	%
TREATMENT FAILURES	21	19.1
CJS REFUSALS	13	11.8
CURRENT TREATMENT PARTICIPANTS	71	64.6
TREATMENT SUCCESSES	5	4.5
TOTAL	110	100.0

TASC EVALUATION PLAN OBJECTIVE:

To show measures of social progress in 50% of the clients.

SOCIAL PROGRESS OF TASC TREATMENT CLIENTS

Various measures of social progress are reported by treatment clinic staff on a quarterly basis. The measures intend to gauge clinical, marital, and residential progress. The information will be here summarily reported in narrative form. The reporting is based upon the 58 clients who had the relevant information collected about them by September 1.

In regard to receptivity to counseling, 31 (53.4%) were reported to be positively receptive to counseling. Similarly, 30 (51.7%) of the group were felt to be exhibiting substantial clinical progress, 7 (12.1%) showed some degree of backslide, and 21 (36.2%) showed no substantial change.

Of the 33 married clients, 10 (30.3%) were reported as having experienced improvement in their marital relationship during the quarter. In contrast, 11 (33.3%) were viewed as having had some deterioration in their marital relationship. Of the married group, 12 (36.4%) felt that no change had occurred in their marital relationship.

The studied quarter realized only a small number of clients changing their residence. Only 9 clients changed their residence with 4 (44.4%) being reported as having changed to an improved residence.

The benchmark of 50% improvement on the various measures has been met for the clinical progress variable. Marital relationship and residential improvements failed to achieve the intended objective. It should be noted that 56 (96.6%) of the group reported in the quarter were being reported for the first time. The potential significance of this is that the great majority of the clients had been in treatment less than three months. It is doubtlessly unrealistic to expect any dramatic changes given such a short exposure period to treatment.

The above objective by objective analysis illustrates the projects' performance with regard to achievement of the specified objectives. The format also includes a chronological description of the evaluation unit's data collection and analysis activities. Special research activities of the evaluation staff are reflected in the appendices attachments.

C. PROJECT NARRATIVE

The project was fortunate to have the close technical assistance of the DACC from early in the planning process. At the insistence of the DACC, a planned start-up period in which research, staff training, and project coordination activities were to be conducted was specified in the grant proposal. Although the grant was formally awarded on July 1, 1973, the Project Director was not hired until September. The TASC Phase I research, training, and planning period began on October 22 and actual client services were not commenced until January 1, 1974.

The well conceived Phase I permitted rational planning of the Phase II client services operational stage. Problem definitional data were collected and analyzed, facilitating the planning of future operations. Staff were adequately trained during the Phase I period. Agreements were reached with the criminal justice system decision makers regarding interface with the TASC project. All of the general goals of the Phase I period were achieved.

With the commencement of the Phase II period, the former LEAA Methadone Clinic became incorporated into the TASC structure as the TASC Treatment Center. Existing staff were added to the TASC payroll. Supportive Service personnel were not hired until late Spring, resulting in a substantial delay of that unit's activities.

All project personnel were hired through the City and County of Denver's Career Service Authority. Use of the Career Service Authority significantly hampered project hiring activities. Hiring delays and inadequate recruiting efforts proved to be the rule, not the exception. Consequently, the project never reached its funded staffing pattern, some positions being unfilled throughout the grant period.

A major budget revision request was made to the DACC in December, 1973. The revised budget was formally approved in January, 1974. Many needed program and personnel provisions were thereby permitted. Urinalysis services, computer services, and key staff positions were overlooked in the original grant proposal and required revised budget approval for proper implementation.

Throughout the Phase II period, the Project Director maintained liaison with the criminal justice agencies interfacing with the project. Impressions of the TASC project held by agency heads are reported in the monitoring report conducted jointly by the DACC and State and Federal LEAA officials. Appendix IV contains a major memorandum concerning changes in project interface operations.

Training of project staff was an on-going experience. Intake Unit personnel participated in twice weekly in-service training, conducted by professional supervisory personnel. Training of other staff, though less structured, was constant. Many staff members were fortunate enough to attend professional conferences and symposia which proved extremely valuable to staff performance. Trips to other TASC projects, attendance at the National Drug Abuse Conference, and participation in the National TASC Conference by staff all reported significantly to the performance of their project duties.

The summer of 1974 did not bode well for the TASC project. As documented in the project monitoring report, internal communications between the Project Director and Project Sponsor seriously deteriorated. Staff members resigned and were not replaced. In August the Project Director resigned, and Dr. Gerald H. Starley, Jr., was appointed Interim Director. In early September, a management consultant, Bruce J. Martin, was hired and became Acting Project Director.

Project activities were seriously curtailed by the transition process. Interfacing agencies withheld cooperation from the project until resolution of the leadership realignment structure was completed and more staff resigned, leaving a skeleton staff. By the end of the grant period the project began to resume normal operations. Most staff positions continue to remain vacant, but the Career Service Authority is currently recruiting applicants for the positions. Revision of project policies and procedures are also underway, as sound management has been imposed upon the TASC project by funding agencies.

D. MAJOR ACCOMPLISHMENTS

The completion of the TASC Phase I period and generation of the comprehensive study report of that experience stand out as major accomplishments of the early project period. Collection and analysis of the data have laid a baseline for any future efforts to deal with the drug use problem within the Denver criminal justice system. The cooperation of the Denver Sheriffs' and Police Departments demonstrated the receptivity of these agencies to a medical screening unit within the Denver City Jail.

The other major accomplishment of the project has been the willingness of the Denver court systems to use the TASC mechanism for diagnostic, treat-alternative referral, and client monitoring services. Over 300 clients have been formally evaluated by project staff, resulting in the provision of detailed, individual client evaluation reports to the criminal justice decision makers, i.e. prosecutors, defense attorney and judges. However, only 100 clients have received a TASC treatment alternative by court order, demonstrating the conservativeness of the criminal justice system to utilize the TASC treatment alternative.

Tracking Unit personnel have readily provided the court with feedback concerning the referred clients' permitting the criminal justice system to accurately evaluate the clients' treatment and social progress. The effectiveness of this mechanism has also assisted the caregiving system by providing a constant flow of new clients in need of treatment services; most of these benefits accrued to the TASC Treatment Center until the administrative transfer of that unit to the City Health and Hospitals agency in late fall.

E. MAJOR PROBLEMS

The primary problem, which has plagued the project from its inception has been the lack of an appropriate administrative staffing pattern. The Project Director was expected to conduct both the external interface duties as well as the internal management duties relating to a staff of over forty persons without the benefit of a Deputy Director. By the summer of 1974, the situation became aggravated, and the Project Director resigned under pressure.

The acting Project Director, Bruce Martin, has restructured the project staffing pattern as reflected in the continuation grant proposal. The hiring of a Deputy Director and minor modifications in the programmatic units should resolve the major internal and external difficulties which have seriously hampered the project's operations.

The only other remaining problem relates to the general unresponsive nature of the large bureaucracy in which the project operates to project needs. Hiring of staff, for example, has been an unnecessarily inefficient and ineffective process. A more solid initial agency commitment, many of these difficulties could have been avoided. Secondary operational problems were also encountered and are analyzed by Problem, Genesis, Impact and Correction.

1. PROBLEM: Urinalysis and use of EMIT at City Jail.

GENESIS: Inadequate knowledge, planning and poor judgment by all officials responsible for planning of project's urinalysis system.

IMPACT: Inefficient allocation of fiscal and staff resources to achieve objectives.

CORRECTION:

Technical assistance has been secured and is being used to design and implement a more adequate urinalysis system in which contracting for services will be stressed.

2. PROBLEM:

Prospective TASC client fall-off before project entry because of Denver Police arrest procedures.

GENESIS:

Denver Police Department Vice and Narcotics Bureau personnel rely heavily on the use of addict arrestees as informants due to an inadequate enforcement budget. Addicts are arrested for narcotics use and prosecution is often delayed or dismissed should cooperation by the addicts be forthcoming.

IMPACT:

This pattern creates confusion in the courts, wasted CJS costs, and renders our effectiveness with clients highly uncertain. Denver TASC also has the highest client re-arrest rate of all TASC projects as a result; although, its retention of client rate compares favorably with the other projects.

CORRECTION:

The police are aware of the implications of continuation of their practices. TASC is not in a position to alter police practices. Rather, this is an issue for determining clearer project objectives.

3. PROBLEM:

The acceptability of the 30 or 60 day grace period before urine testing.

GENESIS:

The 60 day period was agreed upon by the Judges and District Attorney at the time of the writing of the original grant proposal. Since then, the Denver District Court Criminal

Bench has requested a reconsideration of that policy.

IMPACT:

If information of "dirty urines" are used by the courts to revoke TASC supervision, clients may be capriciously discharged from treatment programs to the detriment of all concerned. The belief that criminal addicts can "clean themselves up" with no or only a short adjustment period is contrary to experience. Therefore, revision of the initial policy is unrealistic and will result in a vast and unnecessary waste of resources.

CORRECTION:

At the request of the Denver criminal judiciary, a compromise was reached to opt for a 30 day adjustment period. While this period is not optimal, it is satisfactory. The project is a court services activity and must respond to the concerns of the bench for effective execution of services to clients.

4. PROBLEM:

The reluctance of treatment clinics to release client tracking data to project staff.

GENESIS:

During the month of September, legitimate concerns were raised by treatment officials regarding the future of continued funding for TASC. Unfounded concerns resulting from false rumors regarding breaches of client confidentiality by TASC staff also influenced treatment officials to withhold such data pending resolution of the TASC funding picture.

IMPACT:

For a period of a month or so, TASC was unable to obtain client tracking data for most clients. Reports to judges so indicated.

CORRECTION:

The new project director arranged meetings with all treatment officials and secured agreements to rescind their decision to withhold information after refunding became a certainty. Since then, no problems have occurred in this area.

5. PROBLEM:

TASC impotence with regard to the Criminal Justice System destiny of clients.

GENESIS:

Decision-making in the Criminal Justice System with regard to TASC clients rests with the police, prosecutor, and courts. Legislation and precedent assure continuation of this pattern.

IMPACT:

Quite often, TASC is unable to secure Criminal Justice System referral of a client or revocation of TASC supervision. TASC only an information transmitter, not a decision-maker which, in large part, negates project control of client outcomes.

CORRECTION:

The only corrective device is educational. The police and courts are to be made aware of TASC's expertise and the dynamics of drug treatment. However, it must be acknowledged that TASC, by operational definition, will not have much control over client outcomes.

6. PROBLEM:

TASC interface with Criminal Justice System and Treatment Agencies.

GENESIS:

The first project director encountered numerous obstacles relating to establishing liaison with necessary interface agencies.

IMPACT:

As indicated in the DACC monitoring report of Spring, 1974, the Project did not achieve a very high level of effectiveness in its first year.

CORRECTION:

The change in management and the institution of a Deputy Director for internal operation assures removal of most of these obstacles, as satisfactory relationships with outside agencies are currently being established by the Director.

F. OVERVIEW

The conceptual underpinnings of the TASC design are carefully described at the outset of this report. Prior to the funding of the TASC project, little data existed concerning the nature of the drug use problem in the Denver criminal justice system. Decision makers were aware of both a problem and expressed dissatisfaction with the existing mechanism for dealing with the problem and therefore were highly supportive of the TASC project.

A year later, upon objective analysis, a great deal has been accomplished notwithstanding the administrative and programmatic confusion which seriously constrained the effectiveness of the project for several months. Comprehensive data defining the nature of the drug use problem within the Denver criminal justice system now exists. More importantly the basic groundwork has been laid for the development of an effective mechanism for the identification and treatment of the problem. With the improvements currently being interjected by the new project management, the project will upgrade its previous services of drug abuse screening, evaluation, treatment referral, and client treatment tracking. Procedural and substantive problems remain concerning the effective provision of these services to the Denver criminal justice system, but project energies are being devoted to a quick and definitive resolution of the existing difficulties.

APPENDIX I

OPIATE USE AND CRIMINALITY AMONG A JAIL

POPULATION
ADDICTIVE DISEASES

(In Press)

See NCJ - 29518

(TASC)

APPENDIX II

TASC TALK

LEAA

SEPTEMBER 1974

In several TASC cities, members of the local judiciary are reluctant to impose special conditions when deciding upon release on recognizance (ROR) or bail provisions for defendants appearing before them. Their primary concern in ordering, for example, drug treatment participation as a special condition of ROR or bail is the constitutionality of such an order which appears to be prejudicial against addict clients who might otherwise be eligible for non-conditioned ROR or bail.

During the First National TASC Conference in Reston, Virginia last September, Judge Harold H. Greene, Chief Judge of the D.C. Superior Court, defended the constitutionality of conditioned release and urinalysis as follows:

"...The court has, of course, both the power and the duty to set bail in order to insure the appearance of the defendant at trial, and arguably, in order to protect the community from dangerous individuals... The constitutional basis for the Superior Court's (drug referral) program in this context rests on the assumption that drug addiction has a bearing on both the possibility of non-appearance at trial and on the danger the defendant may represent to the community in the time period between arraignment and trial... While there is as yet no direct statistical proof, it is not unreasonable to conclude upon the basis of the available data that the addiction of an individual bears directly upon the likelihood of his appearance for trial..."

Staff from the Denver TASC project have compiled the first TASC-related study on the Pre-Trial Release Performance of Addict Defendants. The conclusion of this praiseworthy study which verifies Judge Greene's opinion, is that "unless involved in a supervised drug abuse treatment regimen, addicts do present a higher probability of non-appearance at required court hearings than non-addicts."

The recently concluded TASC evaluation confirmed the belief that clients referred to TASC without TASC being a specific condition of their release suffered a greater dropout rate than those released with a TASC or treatment condition. TASC TALK is reprinting the complete abstract of the Denver TASC study in the hope that it may be of some help in influencing some judges on the constitutionality of conditioned release.

THE PRE-TRIAL RELEASE PERFORMANCE
OF ADDICT DEFENDANTS

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ABSTRACT

The federal government has devoted an increasingly large allocation of fiscal resources to the funding of programs aimed at diverting criminal addicts from the criminal justice system. The largest such project is the TASC (Treatment Alternatives to Street Crime) program which is now operative in over twenty cities.

The addict diversion programs interface the resources of the criminal justice and drug treatment systems. Addicts are identified in jail lock-ups and offered the opportunity to participate in court supervised drug treatment as a condition of personal recognizance pre-trial release. Failure to "succeed" in treatment generally results in revocation of the pre-trial release agreement and return to jail. Although considered a voluntary program, the diversion mechanism has the subtle effect of coercing indigent addict arrestees to select the pre-trial release option.

Civil libertarians have attacked the treatment participation condition of pre-trial release on constitutional grounds. The defenders of the diversion programs have responded with the argument that the added condition is justified on the basis of the well-known propensity of addict defendants to "jump bail" unless closely supervised. Therefore, the humane societal wish to release addicts on personal recognizance

agreements is conditioned on the insurance that the addict is engaged in a supervised drug abuse treatment program which will guarantee his appearance at trial.

The belief that addict defendants are generally poor bond risks absent a court supervised program of drug treatment is not, however, supported by empirical studies. To determine whether unsupervised, untreated addicts are poor pre-trial release risks and whether court supervised drug abuse treatment does in fact improve the court appearance performance of addicts, the authors undertook a comparison of three groups released on bond. Group I (non-TASC addicts) consists of addicts not involved in a court supervised drug abuse treatment program during the pre-trial release period. Group II (TASC clients) consists of addicts participating in the Denver TASC program during the pre-trial release period, and Group III (felons) consists of non-addict felony defendants released on bond but not in a supervised pre-trial release program. Results of the groups' court appearance performance are analyzed to determine the relative risk factor of bonding addicts with or without treatment conditions, compared to the general non-addict felony defendant population.

If the Federal or State court assumes that addicts are less likely to appear at trial than non-addicts, it is only logical to condition release upon successful participation in TASC. However, upon challenge, this assumption may be difficult to support in the absence of empirical data showing addicts are less likely to appear at trial.

("TASC Legal Analysis," Special Action Office for Drug Abuse Prevention, 1973, I, 44)

INTRODUCTION

The federal government has devoted an increasingly large allocation of fiscal resources to the funding of programs aimed at diverting opiate addicts from the criminal justice system into medical treatment regimens. The largest such project is the TASC (Treatment Alternatives to Street Crime) program which is now operative in over

twenty major cities.

The addict diversion programs interface the resources of the criminal justice and drug abuse treatment systems. Addicts are identified in jail lock-ups and offered the opportunity to participate in drug treatment as a condition of personal recognizance pre-trial release. Failure to exhibit adequate "progress" within the treatment regimen generally results in revocation of the pre-trial release opportunity and return to jail. Although labeled a voluntary program, the omnipresent diversion mechanism has the subtle effect of coercing indigent addict arrestees into selecting the pre-trial release option. Normally, indigent addict arrestees are precluded from pre-trial release unless they are able to secure a traditional cash or property bond.

Civil libertarians have voiced objections to addict diversion programs on the basis of the alleged potential for abuse of the addicts' constitutional rights. The criticism has largely focused upon the constitutionality of ordering treatment participation as a condition of pre-trial release and then using the results of treatment "progress" for assessing the propriety of both continuing the pre-trial release and choosing a sentencing alternative at disposition of the case. The critics have cited the addict diversion programs as impermissibly interfering with the following constitutionally guaranteed rights: freedom from unreasonable searches and seizures (Fourth Amendment); freedom from compulsion not to incriminate oneself (Fifth Amendment); freedom from the setting of excessive bail (Eighth Amendment); and freedom from the invasion of one's privacy (Fourth and Fourteenth Amendments).

The defenders of the diversion programs have responded with the arguments that the added condition of supervised drug abuse treatment as a prerequisite to personal recognizance pre-trial release is justified on the basis of the well-known propensity of addict defendants to "jump bail" absent close supervision (see, e.g., "TASC Legal Analysis," Special Action Office for Drug Abuse Prevention, 1973). Therefore, a humane societal wish to release addicts on personal recognizance is properly conditioned on the insurance that the addict releasee is engaged in a supervised treatment pro-

gram designed to facilitate his appearance at trial.

RESEARCH QUESTIONS

The belief that addict defendants are generally poor bond risks unless enrolled in a supervised program of drug abuse treatment has not been verified by empirical studies (Greene, Conference Proceedings, National TASC Conference, 1973; "TASC Legal Analysis," Special Action Office for Drug Abuse Prevention, 1973). The authors have undertaken the instant study to address the following questions concerning opiate addiction and appearance in court:

Are unsupervised, untreated addicts poor bond risks compared to non-addict defendants?

Does involvement in supervised drug abuse treatment effect the bond performance of addicts?

Are the patterns of court appearance success/failure associated with differences in age, race, sex, charge, type of bond agreement, stage at which bonded, treatment variables (if treated), and type of final court disposition?

METHODOLOGY

In an attempt to answer these questions, the authors compared the court appearance activities of three groups of defendants released on bond. Group I consists of addicts not involved in a court supervised drug abuse treatment program during the pre-trial release period. Group II consists of addicts participating in the Denver TASC program during the pre-trial release period, and Group III consists of non-addict felony defendants not involved in any program of supervision during the pre-trial release period.

The Group I subjects (Non-TASC Addicts) were identified as current regular opiate users during TASC screening at the Denver City Jail. They were offered the opportunity to participate in TASC-monitored drug abuse evaluation and treatment, but, for various reasons, never became actively involved in the TASC process (the modal reason was client refusal). Group II (TASC Clients) is also composed of addicts screened

by TASC at Denver City Jail, but these subjects became successfully enrolled in TASC drug abuse evaluation and treatment. The subjects for these addict groups were chosen serially, i.e., the first n number of individuals meeting the criteria specified for inclusion in each respective group. Group III (Felons), however, is comprised of n number subjects randomly selected from all criminal defendants against whom felony informations were filed in the first three months of 1974. The n for each group is fifty (50) subjects.

Race, age, and sex data were collected from official records for each group. The following bond specific data were collected from the court records: nature of present charge; type of bond (personal recognizance, professional surety, 10% court administered, or personal cash/property); stage of adjudicatory process at which bonded; nature of each court appearance while under bond; appearance or non-appearance of the subject at each scheduled court proceeding; and final judicial disposition of each case. Data concerning the nature of the pre-trial treatment experience, e.g., the presence or absence of methadone, were collected for the Group II subjects (TASC Clients).

Clients were bondable either immediately after arrest (misdemeanor or felony), at rights advisement (misdemeanor or felony), county court arraignment (misdemeanor), bond reduction hearing (misdemeanor or felony), county court preliminary hearing (felony), district court arraignment (felony), preliminary motion hearing (misdemeanor or felony), or at a later more substantive proceeding of the judicial process, e.g., trial. In addition to the above listed court proceedings, dispositional hearings were also examined in the process of determining subject appearance or non-appearance performance while released on bond.

To summarize, three groups of criminal defendants released on bond were selected: Group I (Non-TASC Addicts) consists of addicts not involved in a court supervised drug abuse treatment program during the pre-trial release period; Group II (TASC Clients) consists of addicts participating in the Denver TASC program during the pre-

trial release period; and Group III (Felons) consists of non-addict felony defendants not involved in any program of supervision during the pre-trial release period. Demographic and charge data were collected for each group, and court files were examined for collection of various measures of the bond experience, particularly the appearance or non-appearance performance of each group. Treatment specific data were collected for the Group II subjects (TASC Clients). As the results section demonstrates, these data were then statistically manipulated to examine the research questions of the study.

RESULTS

With respect to demographic factors, the data show that the groups are generally comparable (Table I). The addict groups, Group I (Non-TASC Addicts) and Group II (TASC Clients), have approximately 1/4 females, compared to only 16.0% females within Group III (Felons). Group II (TASC Clients) has the least number of Whites (16.0%), and Group III (Felons) has the largest concentration of Whites (40.0%) and the smallest concentration of Chicanos (24.0%). The racial composition of Group I (Non-TASC Addicts) shows a relative balance between the three racial groupings.

Although the mean ages of the groups are similar (approximately 27.0 years), the age distributions vary somewhat. Groups I and II (Non-TASC Addicts and TASC Clients) are comparably distributed, with the majority of the subjects concentrated among the 21 - 26 year old age groupings. Group III (Felons) shows a more evenly distributed profile, with 1/3 of the subjects under 21, 1/3 between 21 - 26, and the remaining 1/3 over 26.

(See Table I - next page)

TABLE 1

DEMOGRAPHIC DATA

	<u>GROUP I NON-TASC ADDICTS</u>		<u>GROUP II TASC CLIENTS</u>		<u>GROUP III FELONS</u>	
	N	%	N	%	N	%
<u>SEX</u>						
MALE	37	74.0	38	76.0	42	84.0
FEMALE	13	26.0	12	24.0	8	16.0
TOTAL	50	100.0	50	100.0	50	100.0
<u>RACE</u>						
WHITE	15	30.0	8	16.0	20	40.0
BLACK	15	30.0	20	40.0	18	36.0
CHICANO	20	40.0	22	44.0	12	24.0
TOTAL	50	100.0	50	100.0	50	100.0
<u>AGE</u>						
UNDER 21	4	8.0	3	6.0	16	32.0
21 - 23	13	26.0	12	24.0	6	12.0
24 - 26	16	32.0	14	28.0	11	22.0
27 - 29	6	12.0	6	12.0	3	6.0
OVER 30	11	22.0	15	30.0	14	28.0
TOTAL	50	100.0	50	100.0	50	100.0

A similar pattern is found with regard to the subjects' current charges* [Table Deleted]. Among the Group I subjects (Non-TASC Addicts), 66% are charged with drug offenses, and only 10% are charged with Impact Crimes (burglary, robbery, rape, and assault). Group II (TASC Clients) shows a similar distribution, with 63% charged with drug offenses and 6% charged with Impact Crimes. The Group III subjects (Felons),

* Only drug offense and Impact Crime charges are discussed in this preliminary report. A later report will discuss the charging patterns in more detail.

however, are charged with no drug offenses and 48% are charged with Impact Crimes.

The type of bond received and the stage at which bonded show similar distributions among the three groups (Table 2). The most frequently occurring pattern is that of an individual receiving either a personal recognizance or professional surety bond immediately upon arrest or at the time of the rights advisement. One noticeable difference is the number of Group II (TASC Clients) subjects receiving personal recognizance bonds; approximately twice as many Group II subjects received personal recognizance bonds as Group I and Group III subjects.

TABLE 2
TYPE AND STAGE OF BOND

TYPE OF BOND	GROUP I NON-TASC ADDICTS		GROUP II TASC CLIENTS		GROUP III FELONS	
	N	%	N	%	N	%
NONE REQUIRED	5	10.0	1	2.0	1	2.0
PERSONAL RECOGNIZANCE	10	20.0	20	40.0	11	22.0
PROFESSIONAL SURETY	30	60.0	25	50.0	34	68.0
PERSONAL CASH/PROPERTY	4	8.0	3	6.0	3	6.0
JOC COURT ADMINISTERED	1	2.0	1	2.0	2	4.0
TOTAL	50	100.0	50	100.0	50	100.0
STAGE BONDED						
IMMEDIATELY AFTER ARREST	36	72.0	30	60.0	29	58.0
RIGHTS ADVISEMENT	12	24.0	13	26.0	15	30.0
COUNTY COURT PRELIMINARY HEARING	---	---	---	---	---	---
COUNTY COURT ASSIGNMENT	1	2.0	4	8.0	---	---
DISTRICT COURT ASSIGNMENT	---	---	2	4.0	1	2.0
TOTAL	---	---	---	---	1	2.0
OTHER	1	2.0	1	2.0	3	6.0
TOTAL	50	100.0	50	100.0	50	100.0

The groups differed substantially with regard to the various appearance variables. The Group II subjects (TASC Clients) have the greatest number of appearances required*, with an average number of 5.08 appearances required per individual [Table Deleted]. The Group I subjects (Non-TASC Addicts) average 4.18 appearances required, and the Group III subjects (Felons) average only 3.70 appearances required. The number of appearances required statistic merely reflects the total court involvement of the various cases and has no discernible intrinsic criminal justice significance.**

The critical factor under study is the relative success of the groups with regard to actual attendance at required court appearances. Three different methods can be used to measure appearance performance. First, the number of failures, i.e., subjects in each group who fail to appear at least once in their respective case histories can be determined. Second, the distribution of frequency of failure to appear within each group can be compared. The third technique is the computation of a success rate for each group, dividing the number of successful appearances by the number of appearances required. The authors have utilized all three methods, and the results appear in Tables 3 and 4.

(See Table 3 and 4 - next page)

* This phrase refers to a scheduled court appearance at which the subject's attendance is mandatory.

** No correlation was discovered between the number of appearances required variable and the outcome variables under study, i.e., court appearance success and final disposition.

TABLE 3

APPEARANCE PERFORMANCE VARIABLES

	GROUP I NON-TASC ADDICTS		GROUP II TASC CLIENTS		GROUP III FELONS	
	N	%	N	%	N	%
<u>FREQUENCY DISTRIBUTION</u>						
# OF FAILURES						
NONE	27	54.0	36	72.0	38	76.0
1	12	24.0	9	18.0	10	20.0
2	8	16.0	3	6.0	2	4.0
3	2	4.0	2	4.0	-	---
4	1	2.0	-	---	-	---
TOTAL	50	100.0	50	100.0	50	100.0
<u>RATES</u>						
TOTAL # OF APPEARANCES	209		253		185	
TOTAL # OF FAILURES	38		21		14	
SUCCESS RATE	$\bar{x} = .82$ S.D.=.26		$\bar{x} = .92$ S.D.=.18		$\bar{x} = .92$ S.D.=.22	

(see Table 4 - next page)

TABLE 4

DIFFERENCES AMONG GROUP SUCCESS MEASURES

	FREQUENCY COMPARISON		
	GROUP I NON-TASC ADDICTS	GROUP II TASC CLIENTS	GROUP III FELONS
NO FAILURES	27	36	38
ONE OR MORE FAILURES	23	14	12
N = 150 df = 2 $\chi^2 = 6.24$ P < .05			
<u>RATE COMPARISONS</u>			
		GROUP I NON-TASC ADDICTS ($\bar{x} = .82$ S.D.=.26)	
GROUP III FELONS ($\bar{x} = .92$ S.D.=.22)		t = 2.37	df = 98
		P < .02	
GROUP II TASC CLIENTS ($\bar{x} = .92$ S.D.=.18)		t = 2.35	df = 98
		P < .02	

The Table 3 data reveal that the non-TASC unsupervised addicts (Group I) performed poorly in comparison to the non-addict felons (Group III). Twenty-three (46.0%) of the Group I subjects recorded at least one failure to appear, compared to only twelve (24.0%) of the Group III subjects. Involvement in supervised drug abuse treatment substantially improves the addicts performance, as only fourteen (28.0%) of the Group II (TASC Clients) subjects registered at least one failure to appear. The differences between the three groups regarding the incidence of at least one failure to appear achieves a level of statistical significance (Table 4).

Examination of the success rate data further advances the analysis (Table 3). These data show that the Group II subjects (TASC Clients) and Group III subjects (Felons) experienced equivalent successful appearance rates (.92), and the Group I

subjects (Non-TASC Addicts) experienced a somewhat lower rate (.82). The rate technique removes the disparate effect of unequal numbers of required court appearances among the groups, and in the process alters the success rankings of the three groups. By rate analysis, the Group II and Group III subjects rank almost equally with regard to court appearance success*. Group I subjects displayed a substantially lower group rate.

The differences in the groups' success rates are subject to statistical comparison by means of t-test analysis. Comparison of the Group I (Non-TASC Addicts) and Group III (Felons) success rates achieve a statistically significant difference ($p < .02$). Further, comparison of the Group I (Non-TASC Addicts) and Group II (TASC Client) rates also indicates a statistically significant difference ($p < .02$). In short, the t-test analysis reveals a statistically significant difference between the Non-TASC Addicts and the other two study groups.

1).

To test the association between success rate and other variables, appropriate correlation analyses were performed. Pearson's product-moment correlations were computed to determine the level of correlation between success rate and age and between success rate and total required appearances. Spearman's r_s correlations were computed to determine the level of correlation between success rate and sex, race, charge, bond type, stage bonded, and final disposition. Spearman's r_s correlations were additionally computed to determine the level of correlation between success rate and the applicable treatment variables present for the Group II subjects (TASC Clients). None of the correlations reached even a minimal level of statistical association.

DISCUSSION

The data permit discussion of the research questions stated at the outset of this report. Unsupervised, untreated addicts do perform substantially poorer than

* Although the appearances are equivalent (.92), note the difference in dispersion of rates in Table 3.

non-addict defendants with respect to attendance at required court appearances while on bond. However, involvement in supervised drug abuse treatment improves the court appearance performance of addict defendants, resulting in the achievement of parity with the performance of non-addict defendants.

Court appearance success is not correlated with any of the variables included in this study. If comparability of the Non-TASC Addicts and TASC Clients is assumed, the study results would lead to an inference that the difference in court appearance rates is attributable to the distinction of the TASC supervised experience. In short, if the performance differences between the two addict groups can not be attributed to included variables, then the inference is warranted that the difference is a function of the distinguishing factor, i.e., TASC supervision, provided by the study design.

Several methodological shortcomings limit the study conclusions and require mention. First, the size of the study groups is not particularly large ($n=150$), and the serial selection nature of the two addict groups is not as ideal as the classic random technique. Second, the available data concerning the Non-TASC Addicts group do not address the important dynamics of the group members failure to become involved with the TASC process. Without discerning the nature of this phenomenon, the assumption of comparability between the TASC Clients and Non-TASC Addicts is arguable. Finally, the study design lacks total "cleanness" in the selection of the two addict groups. There is no assurance that some of the Non-TASC Addicts may have been engaged in voluntary drug abuse treatment.* Also, there is a lack of uniformity concerning the circumstances under which the TASC Clients became involved in TASC supervision during the pre-trial release period. Some were ordered to participate as a formal condition of personal recognizance bond release, but most subjects participated as a result of judicial exhortation, not ordering.

* Although confidentiality barred the verification of subject treatment status with voluntary treatment clinics, it is the authors' opinion on the basis of other TASC research experience that few Group I subjects would be enrolled in voluntary treatment unbeknownst to TASC.

Notwithstanding these methodological difficulties, the data lend considerable empirical support to the arguments of addict diversion proponents. Unless involved in a supervised drug abuse treatment regimen, addicts do present a higher probability of non-appearance at required court hearings than non-addicts. Therefore, if society chooses to pursue the humane goal of releasing indigent addict defendants prior to trial, the objective is best achieved by adding a condition of supervised drug abuse treatment to the personal recognizance release agreement. The authors recommend the replication of the instant study design in other jurisdictions to test the generalizability of the results reported herein.

APPENDIX III

TASC PHASE I STUDY

DENVER DEPARTMENT OF SAFETY

JANUARY, 1974

(TASC)

T A S C P H A S E I S T U D Y
A SUMMARY REPORT

TASC, DEPARTMENT OF SAFETY
1739 Gilpin Street
Denver, Colorado

Daniel P. Cronin, Manager of Safety
F. Gerard Varela, Jr., Director
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January, 1974

(These materials and project efforts related to their production were partially supported by the U.S. Department of Justice, Law Enforcement Assistance Administration Denver High Impact Anti-Crime Program, 72 IC-0016-(1)-72)

On May 8, 1973, the Denver Anti-Crime Council acted favorably upon the TASC (Treatment Alternatives to Street Crime) proposal. Disbursable funds were available in mid-August, and initial staff was hired in the fall of 1973. The grant proposal featured a planning and research period to precede actual intake of clients, and TASC Phase I was operationalized on October 22, 1973.

The project's Phase I mandate was twofold: (1) to measure the overall incidence of opiate use in the Denver City Jail population and, (2) to assess treatment related variables of opiate users identified among that population. This report highlights the findings of that sixty day TASC Phase I operation.

Over 5,500 persons were booked into Denver City Jail during the time frame of this study. TASC interviewers were on duty at the jail around the clock and attempted to interview and obtain a voluntary urine sample from all but the following classes of arrestees:

1. arrestees bailed immediately
2. arrestees too belligerent to be approached
3. arrestees charged with either public intoxication or D.U.I., and over the age of 30
4. arrestees held as federal, military, or immigration authority prisoners
5. arrestees under the age of 18, i.e., juveniles
6. arrestees being transferred inter-institutionally and labeled mittimus
7. arrestees lost by TASC, reason unknown, i.e., bookkeeping errors by TASC interviewers
8. arrestees classified as "down and out", indicating present physical incapacity
9. other, a catchall class, i.e., arrestees immediately hospitalized, deaf-mute arrestees, non-english speaking arrestees, etc.

All remaining arrestees were requested to answer the twenty

odd interview items which comprised the TASC Phase I Short Form. For those subjects refusing to be interviewed or within the nine categories delineated supra, race, sex, date of birth, and current charge were extracted from the jail booking records.

TASC interviewers requested urine samples from all arrestees they approached, a pool of 1,882 persons. Urine samples were analyzed by the TASC on-site EMIT machine for the presence of natural opiates and methadone. A secondary analysis capable of detecting other classes of drugs as well as opiates was performed by the Colorado Department of Health Laboratory.

During the time span of the study 5,197 valid forms were analyzed to comprise the study population. Of the interviewable pool, i.e., subjects approached by TASC, only 5.2% refused to submit to the TASC interview (Table 1).

TABLE 1
COOPERATIVENESS STATUS OF INTERVIEWABLE ARRESTEES

	N	%
Urine, Full Interview	1275	67.7
Interview, Unable to Void	345	18.3
Interview, Refused to Void	163	8.7
Refused Interview, Refused to Void	98	5.2
TOTAL	1882	100.0

With respect to the incidence of opiate use, 19.2% of the interviewed arrestees were identified as opiate users (Table 2). Nearly half of the subjects admitting to regular opiate use (44.8%) show no contact with formal opiate treatment programs, revealing a large pool of untreated opiate users.

TABLE 2
OPIATE USE RESULTS

	N	%
Self-Admit Regular Opiate Use	290 ^A	16.2
Self-Admit/EMIT Positive*	342 ^A	19.2
Current Opiate Treatment	59 ^B	20.3
Current/Previous Opiate Treatment	163 ^B	56.2

* Either EMIT opiate positive, EMIT methadone positive, or both.

A Of those who submitted to the TASC interview (N=1784).

B Of those self-admitting regular opiate use (N=290).

The most frequent charge associated with the opiate use population is violation of the drug laws (Table 3). Opiate use arrestees show a substantial impact upon the drug crime, burglary, and robbery categories.

TABLE 3
OFFENSES AND OPIATE USE*

Current Charges of Drug Users

	N	%
Assault	11	3.2
Auto Offenses	7	2.2
Burglary	33	9.7
Drug Offenses	147	42.7
D.U.I.	7	2.7
Forgery	3	1.6
Fugitive Squad/Hold for Prior Charge	22	4.3
Hit and Run	4	1.1
Larceny/Theft	30	8.6
Liquor Violation	1	0.5
Prostitution	4	0.5
Public Intoxication	11	2.7
Public Order Offense	14	4.9
Receiving Stolen Goods	1	0.5
Robbery	16	4.3
Weapons	6	2.7
Other Crimes Against Person	1	0.5
Other Crimes Against Property	3	0.5
Other Substantive Crimes	6	2.7
Non-Substantive Charges	5	1.6
Missing Data	4	2.2
TOTAL	342	100.0

Percentage of Drug Users
Among Selected Offenses

	TOTAL	% DRUG USERS
Assault	133	8.3
Auto Offenses	202	3.5
Burglary	125	26.4
Drug Offenses	556	26.4
D.U.I.	811	0.9
Larceny/Theft	404	7.4
Public Order	236	5.9
Robbery	63	25.4

*Subjects either EMIT positive, admitting regular opiate use, or both.

Subjects admitting regular opiate use were polled as to their preference regarding treatment regimen. Of those 165 subjects who in addition indicated uncertainty or a positive interest in the TASC treatment concept, there is little agreement concerning a choice of treatment modality (Table 4). Although the most frequent substantive choice is out-patient methadone maintenance (23.6%), the modal selection is uncertainty (43.0%).

TABLE 4
TREATMENT MODALITIES DESIRED

	N	%
Out-Patient Meth. Maintenance	39	23.6
Residential Meth. Maintenance	1	1.5
Out-Patient Detoxification	17	10.3
In-Patient Detoxification	4	2.4
Out-Patient Drug Free	19	11.5
In-Patient Drug Free	6	3.6
Therapeutic Community	8	4.8
Unsure	71	43.0
TOTAL	165	100.0

To summarize, the Phase I TASC research study clearly indicates that a sizable pool of potential TASC clients exists within the Denver City Jail population. Approximately 20% of the TASC Interviewable pool should be considered opiate users and, therefore, potential TASC clients. In terms of raw numbers, nearly 350 arrestees were identified as opiate users within one sixty day period.

The analysis of data has greatly facilitated a definition of the opiate problem in Denver and the role TASC may play in facing the situation. In sum, the data generated by the TASC Phase I study permits a meaningful assessment of opiate use within the Denver City Jail population.



W. H. McNICHOLS, JR.
Mayor

CITY AND COUNTY OF DENVER

DEPARTMENT OF SAFETY

TREATMENT
ALTERNATIVES to
STREET
CRIME

TASC
1739 GILPIN STREET
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TELEPHONE (303) 321-6222

August 5, 1974

TO: ALL INTERESTED CRIMINAL JUSTICE PERSONNEL

FROM: Jim Weissman, TASC *JW*

SUBJECT: REVISION OF TASC COURT PROCEDURES

APPENDIX IV.

REVISION OF TASC COURT PROCEDURES

As a result of discussions with prosecutorial, defense, and judicial officials, we have redesigned our procedures to effect a more efficient allocation of the resources of this project and the agencies whom we serve. Most of the modifications lie in the area of Intake court procedures, but some changes are also to be made in the area of client tracking.

The initial TASC court report, resulting from a 45-60 minute client interview, will be simultaneously presented to the Deputy District Attorney, Deputy Public Defender, and the Court. With regard to Denver County Court cases, we will scan the docket sheet for TASC clients a day in advance of actual court dates. When a TASC client's name appears on the docket sheet, a TASC representative will deliver the court report and TASC agreement to the Deputy District Attorney, Deputy Public Defender, and Court Clerk. Mr. Rod Snow, Chief Deputy District Attorney for the County Court Division, has agreed to insure that the TASC reports are considered by his Deputies prior to the disposition of each case wherein TASC presents a report. We would like to remind judges that in the event a defendant appears to be an addict and has escaped TASC consideration, the court may either directly refer the client to TASC for an evaluation or refer the client via probation for an evaluation and possible subsequent treatment.

Felony cases which will reach the Denver District Court require a different set of procedures. Initial TASC reports will continue to be presented to the prosecution, defense, and court, but the timing of the presentation must be modified to comport with the variations of the felony adjudicatory system. When a TASC client's name appears on the docket sheet scheduled for a preliminary hearing, a TASC representative will deliver our report to the Deputy District Attorney and Deputy Public Defender assigned to the case. Delivery of the reports will be coordinated with the clerical staffs of these agencies. A copy of the report will also be inserted in the court jacket which later is sent to the District Court judge providing the wherewithal to consider the report upon removal of the case to the District Court and assignment to its specific courtroom.

The normal course of events in both Denver County and District Courts results in the passage of some time between arraignment and ultimate disposition. During this time, the initial TASC report generally becomes outdated, as the client's involvement with TASC changes during this period. Consequently, it is generally necessary to present a progress supplement to the initial report. Upon request of the parties, we will apidly provide them with a progress supplement describing the client's activities etween the time of the initial report and the request for the supplement.

During the last several months, TASC has been making appearances in the various courtrooms as a matter of course. These appearances have not been congruent with the decision making of the criminal justice system, resulting in a great deal of wasted effort on


our part. The system outlined in this memorandum is designed to correct the situation. Instead of entering pro forma appearances to the various court hearings, TASC will present its reports to the District Attorney, Public Defender, and the Court in a timely pre-disposition stage of the judicial process. Of course, reports will continue to be sent either the Denver County Court Probation Services or Denver District Court Probation Department according to current arrangements. Probation officials have been instrumental in assisting our efforts to effectively present reports to the courts. This more comprehensive distribution system will enable all court officials to consider the content of our report simultaneously and use the information to reach an informed decision regarding the disposition of the case.

We feel that this revision of our procedures will result not only in more efficient operation but also in an increased level of services to the criminal justice system. It does shift the burden to the prosecutor, defense counsel, and courts to analyze our written reports without the added presence of TASC personnel, but we will always be available, upon request, to clarify or supplement the written report. Hopefully, by submitting the reports early in the adjudicatory process, we will allow the court decision makers ample time to request clarification of ambiguous points and supplemental progress reports prior to the point of final disposition. A simple telephone call to the TASC Intake Unit will result in the availability of TASC personnel for clarification and amplification of any points contained in the TASC report.

With respect to tracking of clients, the procedure for distribution of TASC reports which request return of clients to court for failure to comply with the court order will be modified somewhat. Copies of the report will now be simultaneously sent to the Probation Department, Judge, District Attorney, and Public Defender. The Probation Department will continue to prepare the formal request for remedial action to be signed by the court, but all parties will now be made formally aware of the client's status.

We are optimistic that these procedures will significantly improve the level of services we are now providing the courts. We appreciate the useful suggestions made by the various interested parties whom we solicited regarding these changes. Rod Snow and Bob Jenkins of the District Attorney's office, Jim Dumas and Larry Schoenwald of the Public Defender's office, Jack Nelson, Director of the Denver County Court Probation Services, John Yurko and Evelyn Cassel of the Denver District Court Probation Department, and the judges and clerical personnel of both the Denver County and Denver District Courts have been particularly helpful in assisting us in formulating these revisions of the TASC procedures. Should any further revision be necessary, please feel free to let us know your feelings, and thank you for your patience in ironing out these most difficult procedural problems.

JGW:ra

APPROVED BY: 
GERALD VANCELA, JR., DIRECTOR

END