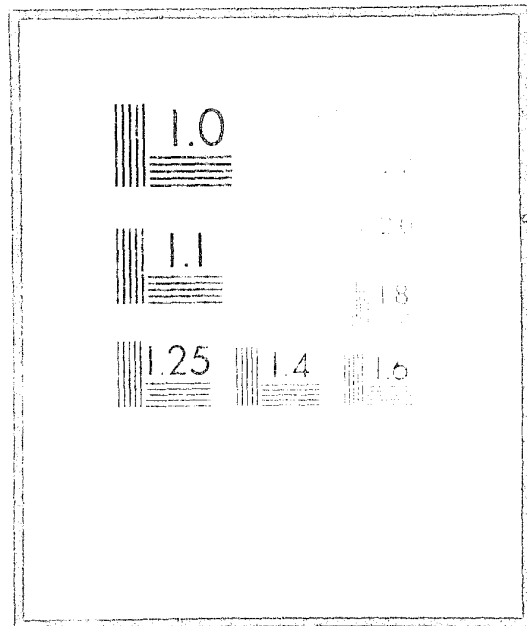


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Exemplary Project Screening and Validation Reports

Project Candidate:

MIAMI TREATMENT ALTERNATIVES
TO STREET CRIME PROJECT
Miami, Florida

Abt Associates

Cambridge, Massachusetts

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EXEMPLARY PROJECT VALIDATION REPORT

Project Candidate:

MIAMI TREATMENT ALTERNATIVES
TO STREET CRIME PROJECT

Miami, Florida

A Validation Study Conducted for the Office of Technology Transfer, National Institute of Law Enforcement and Criminal Justice, January, 1975.

This volume includes both a validation report prepared to address the Exemplary Projects selection criteria, and a separate evaluation document produced by the Lasar Institute as part of a Phase I evaluation study of the TASC Program.

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Treatment Alternatives to Street Crime (TASC): A National Evaluation
Program Phase I Study, Working Paper No. 2, The Laser Institute,
Washington, D.C.

1.0 Introduction

At the request of the National Institute of Law Enforcement and Criminal Justice, Abt Associates conducted a short-term validation study of the Miami Treatment Alternatives to Street Crime Project (TASC)--a federally funded system for identifying drug abusers in the arrested population and quickly routing those abusers into treatment. This report presents the results of our study and is intended to assist the Exemplary Projects Advisory Board in evaluating the achievements of that project and the potential for replicating the Miami TASC design in other communities.

The validation process included a review and analysis of existing project documentation referenced in the Bibliography, and a total of five days of on-site observation and interviews. Site visits were conducted on January 6 and 7 by Mr. John Calhoun, Director of the Justice Resource Institute in Boston, and on January 6-8 by a member of the Abt Associates staff. During these visits, interviews were conducted with project administrators, staff members of the various project components, representatives of components of the criminal justice system (courts, probation, public defenders, pre-trial release and intervention programs) and a representative of the drug abuse treatment community.

In the remainder of this section, an overview of project administration and operations is presented. Section 2 considers Miami TASC in light of the general Exemplary Project Selection Criteria. Finally, Section 3 summarizes overall project strengths and weaknesses and presents a brief concluding comment.

1.1 Project Design

The overall goal of Miami TASC is to "interface the efforts of the criminal justice system with those of the community's drug treatment programs and thus provide an integrated, unified system for the rehabilitation of substance abusers", (1975 Grant Application, page 8). The program developed in the following context:

- a 23% increase of drug arrests between October of 1971 and September of 1972;
- an attendant increase in the cost to society of drug-related crimes (eight to forty-one million dollar estimate);

- inappropriate response on the part of the criminal justice system which neither identifies the abuser properly nor treats him adequately: "Although identification of drug abusers within the jail is of vital concern, it is important to note that contact between drug abusers and the criminal justice system is usually of short duration and ineffective. Drug users are not necessarily detected or convicted upon arrest, and of those convicted not all are incarcerated. The addict who puts up bond, or is acquitted or has completed his sentence is soon on the street again. The deterrent and rehabilitative potential of the criminal justice system in this area is clearly limited and largely ineffective." (Ibid. p. 9);
- lack of sensible re-entry program which would provide ex-drug abusers with requisite, marketable skills;
- an inability, on the part of the existing drug treatment programs, to accept increased demands that could result from increased referrals from the criminal justice system.

Miami TASC was designed to meet these needs by:

- (a) Identifying drug abusing individuals as early as possible in the criminal justice system through the establishment of a screening and intake component at the central booking point for Dade County, the Dade County Jail;
- (b) Developing an efficient tracking and evaluation system which follows the progress (or lack of same) of all clients and which informs the key criminal justice actors of client progress;
- (c) Linking the drug-abusing offender with the County's Comprehensive Drug Program, and attempting to insure that clients are placed in appropriate treatment slots quickly;
- (d) Establishing a Jail Treatment Unit for those defendants unable to qualify for bond and for those defendants who are sentenced to the Stockade (maximum one-year sentence);
- (e) Creating a vocational rehabilitation and job development capability in order to better equip ex-drug abusers for re-entry into society;
- (f) Establishing a Public Information and Training Unit both to insure that TASC staff are well trained and motivated

and to offer these same services to non-TASC groups (e.g., Police, Probation, community treatment programs, etc.).

TASC accepts clients who can be grouped under three categories:

- (a) Those eligible for the Pretrial Intervention (PTI) program (first offenders; misdemeanants and third-degree felons; 17-25 year-olds; consent of arresting officer and/or victim). These clients are released on co-custody agreements to TASC and PTI at the preliminary hearing stage. They go into community treatment.
- (b) Those not eligible for withholding of case filing and PTI (certain first offenders or those with minimal prior records; persons deemed by the D.A. as improper candidates for probation; consent of victim and/or arresting officer). These defendants may go either into TASC custody and then to community treatment or into a TASC jail unit. These clients are also identified at the pretrial stage.
- (c) Those defendants falling neither under (a) nor (b) whose cases are submitted to the Assistant State Attorney's Office. In these cases, TASC forwards its recommendations to the court hoping for mitigation of sentence and/or of a sentence mandating participation in the TASC program, either in the community under Probation supervision or in one of the TASC jail facilities.

Many clients who under normal circumstances would not have been eligible for ROR, are in fact released to TASC. If the client does not comply with the conditions of release, TASC returns him to the court, his ROR is rescinded and he may go to jail where he might continue to participate in TASC--this time in the Jail Treatment Unit. When a client is released from the criminal justice hold--at whatever stage in the process--he or she automatically is no longer a TASC client.

1.2 Project Operations

An overview of project operations, in flow-chart form, is presented on the following page. Most of the initial screening and intake for TASC is conducted through the jail screening unit. Dade County has a central booking and holding facility in metropolitan Miami, where arrestees from all 28 municipalities and unincorporated areas within Dade County are processed. The TASC jail screening unit is integrated into the booking procedure, operating 24 hours per day, seven days a week. In the first fourteen months of project operations (from November 1973 up to and including December 1974) there were a total of 30,748 persons arrested for

felonies or serious misdemeanors (i.e., excluding traffic offenses or alcohol arrests); of these, TASC screened 16,429, or 53.4%. Slightly over 95% of these interviews were completed. And, of the 15,665 arrestees completing interviews with TASC, 7,336 or 46.8% were admitted drug users. (This figure, however, includes arrestees who admit marijuana as the only illegal drug used; although no cumulative figures are available for the size of this group of admitted users, based on reports for November and December of 1974, it appears to comprise about 50% of total admitted illegal drug users.)

The jail interview itself lasts 15 to 20 minutes, and consists of a brief drug abuse history, an introduction to the program, the signing of an information release and waiver of the right to a speedy trial, and a voluntary urinalysis. Immediately after fingerprinting and photographing the arrestee is led to the TASC interviewing unit. There, following a brief explanation of the program, the interviewee is asked to sign the release of information form, agreement to participate, and waiver of the right to speedy trial. If these are not signed, the interview is terminated. The forms which are signed (see Appendix 1 for copies) include checkoffs for the parties to whom information may be divulged. As a matter of practice, both reported by program staff and observed on a review of several forms, all categories are checked. The explanation and signing of three copies of the form takes approximately three minutes; the signing is witnessed by the TASC interviewer and one other person, often another TASC interviewer. No attorney is present. The form is not currently printed in Spanish; when there is a Spanish-speaking client and the interviewer does not speak Spanish, a trustee or guard assists in conducting the interview. (It is estimated that there is coverage by an interviewer fluent in Spanish approximately half of the time.)

An arrestee must volunteer for TASC participation. Of the 15,666 completed interviews, 2,183 arrestees (13.9%) did "volunteer or express an interest". A total of 1,520 clients have entered TASC in its first 13 months of operation. Following the initial screening, there are several paths a potential client may take. If a bond hearing is to be held soon (within 12 hours) the potential client may be bonded out conditional on TASC participation, bonded out with no conditions, or unable to make bond. In the last case, many potential participants enter the TASC treatment cells in the jail. All potential clients who are to enter community treatment rather than jail treatment, must be processed through the Central Intake Unit (CIU). This serves all drug program clients in Dade County, with TASC contributing approximately 20% of its caseload. TASC drivers deliver clients to the CIU, so there is no "seepage" of clients at this step. When CIU cannot see a client immediately, the client may be held in the treatment cells, may be placed in the TASC holding facility (part of a residential drug program), or may, in unusual cases, be released to appear at CIU for an interview at a scheduled time.

At the CIU, a client is seen by a TASC employee and proceeds through the standard intake procedures. This TASC staff member (formally part of the TASC tracking unit) obtains an address for the client, verifies it through phone calls and coordinates information with TASC tracking. The CIU procedures include a medical history and examination, psychometric tests as deemed appropriate, and finally a referral to a specific program. This referral is generally made by a CIU interviewer. The TASC staff member at CIU then reviews the referral and, after arrangements have been made with the program to see the client, makes sure that the client is transported to the program for its interviewing and intake procedures. In occasional cases, when a program cannot or will not accept a referral, a client may go back to the TASC holding facility from CIU pending intake into a program.

Beginning in mid-January, TASC will support two staff members at CIU, which will give them more input into how referrals are made. Currently, TASC is able to influence the flow of referrals of TASC clients by very good working relationships and informal contacts with CIU. The relationship between the TASC tracker at CIU and probation is such that it is possible to add TASC participation as a condition of probation at the intake stage, with TASC informally assuming much of the reporting and monitoring burden held by the probation function.

Once a referral is made to a community treatment program, TASC serves essentially three functions:

- Monitoring of client progress through programs. This consists of daily phone contact between the tracker assigned to a program and the program, supplemented by weekly or twice-weekly visits to the program. The purpose of this contact is to keep track of all clients, their progress in the particular program's treatment plan, and to identify any problems;
- Coordination of client court appearances. TASC insures that a client appears for court appearances, and that information on the client's treatment progress is available to the client's attorney. In addition, a TASC lawyer appears in an amicus curie role at all court appearances of TASC clients, to corroborate information from the treatment program. TASC has a high degree of credibility with the courts, enhanced by the presence of this attorney. TASC recommendations are generally supported by information prepared by the treatment program and presented by TASC. When a client's progress in treatment has been unsatisfactory, TASC will so indicate, but generally will not provide details.

- Provision of vocational services. TASC has a vocational unit which provides a variety of services for TASC clients in community treatment programs. This unit keeps in contact with programs, and when a client is judged to be ready, the vocational unit provides testing, coordinates training and education services, and secures employment for TASC clients. The unit seems to have excellent relations with a number of employment and educational agencies and appeared extremely well managed.

The relationship between the courts and TASC functions as outlined above at every step of the process: preliminary hearing, arraignment, and trial. In addition, TASC clients in the jail treatment cells, as well as in community programs, have information and recommendations provided by TASC at their court appearances. TASC retains the firm of Pertnoy, Spaet and Greenberg to be "a friend of the court at arraignments, preliminary and probation hearings and trials, and to provide legal advice and make TASC aware of its legal rights and responsibilities". (1975 Application, p. 118). Initially retained by CDP,* the firm now renders legal services to TASC because CDP no longer has the funds for this service, and because TASC management feels that its credibility is greatly enhanced by the presence of lawyers. The fee of \$50.00 per hour is not to exceed \$16,000 per year. The firm must represent all TASC clients during the contract year, even if the \$16,000 figure has been reached.

In short, TASC thus far exists as a source of information and as a treatment and dispositional alternative for the courts at every stage. The presence of four TASC treatment cells with a total population of 72 in the men's jail and an additional cell with a population of approximately 10 in the women's jail, enables the court to place an individual in TASC at the pre-trial stage while still keeping that individual incarcerated. Thus, it is possible for a client to progress from the jail treatment cell to a residential community program to a day-care community program as the client progresses through the process from preliminary hearing through arraignment to trial. Similarly, however, it is possible for a client to remain incarcerated and in TASC up to trial and to then be sentenced to the TASC cell in the Stockade (the facility for persons sentenced to a year or less).

The Tracking System

In many respects the tracking system can be considered the heart, or more accurately, the blood stream of the TASC program. The information flow to, through, and out of tracking both keeps the program functioning internally and defines many of its relationships externally. The jail interviewer fills out a form on each interview; these forms go to tracking and begin the client's file. Once an assignment has been made to a program,

* The Comprehensive Drug Program of Dade County's Addiction Treatment Agency

whether in the community or in one of TASC's treatment cells, this data is recorded, along with information developed during intake at the CIU such as address, court appearance dates, etc. Following assignment, the tracking unit keeps track of clients on a program basis, with daily telephone contact with each program and visits at least weekly.

The data gathered from the program is of two basic sorts: aggregate data, such as adds, drops, transfers; and data on individual clients who may either be presenting problems or who are ready for graduation. The tracking unit addresses problems with clients, if the problem does not seem particularly severe, by directly talking with the client's counselor, the client, and the program director. On occasion, the tracker thus functions as an adjunct to the therapeutic process, providing a degree of authority for the client that may not be part of the program's treatment approach. In addition, trackers will occasionally address a problem by suggesting changes in approach to program personnel.

Data gathering by the tracking unit ends for a given client either when the client leaves the program (successfully or unsuccessfully) or when the criminal justice system hold on the client is ended, even if the client remains in the same treatment program. (In general, a program is aware of when the client may be released from the criminal justice system and will make efforts to retain the client if they feel that is warranted.)

The internal functions of the tracking unit are marked by a very high degree of coordination, both interpersonally (which is quite important since the operation is not yet computerized, although that transition is planned) and in terms of data flow. There are several systems of cross-checks, similar in some respects to double-entry bookkeeping, which guard against missing data or double-counting. The tracking system, although perhaps seemingly relatively unsophisticated to one expecting punch cards, printouts and a machine-based system, is extremely well designed and efficient.

Although many of the functions of the tracking unit essentially serve internal management purposes, several key functions that coordinate TASC with the criminal justice system are also performed by tracking. First, and most significant, the tracking unit insures that TASC clients appear for their court dates with information on their progress in TASC. A "tickler" file is maintained, developed from a variety of sources (clients themselves, treatment programs, Clerk of the Courts), listing all client court appearances. This information is relayed to the programs, who are expected to provide a summary of the client's progress in TASC. These

summaries, collected by the tracking unit, are then relayed to an attorney who appears as amicus curie in all court appearances of TASC clients. He, in turn, relays the information to the client's attorney and stands behind TASC recommendations in the courts. In addition, the tracking unit can locate a client for his probation officer, and helps take some of the supervision load off probation.

The formal mechanism within TASC for program changes is the client evaluation conference. Present at the conference are the head of tracking, the client's counselor at the treatment program, the client, and a representative of the vocational unit if they have called the conference. These conferences result in either termination, change in treatment program, or a resolution of the difficulties in the current program. There is no mechanism for appeal of the decision of this conference.

1.3 Client Characteristics

As the following table indicates, the clients of TASC are mostly young males. (Although figures for the jail population are unavailable, almost 80% of those who have been in community treatment are 25 or under.) These figures are relatively constant, whether for total referrals or active clients, whether for community treatment or jail treatment (where data is available). The racial breakdown between jail and community treatment is, however, somewhat disproportionate: while 42.4% of referrals to community treatment have been white and 52.1% have been black, only 30.1% of the referrals to jail treatment have been white and 63.2% have been black.

1.4 Organization and Staff

TASC falls under the administrative supervision of the Comprehensive Drug Program (CDP). CDP coordinates the activities of many individual agencies and programs. At one time, these programs, although well meaning and eager, were often poorly financed, poorly administered and in competition with each other for available clients. None were the beneficiaries of a centralized diagnostic service.

Under the leadership of Dr. Tom Carroll (now with the National Institute of Drug Abuse), CDP brought all drug treatment activities under its wing. CDPs' mandate was to coordinate drug funding from the many disparate sources (e.g., NIMH, United Fund, LEAA, etc.), decide which programs would be funded, establish a Central Intake Unit (for assessment/diagnosis and assignment to treatment), perform overall administrative functions,

CLIENT CHARACTERISTICS¹

	COMMUNITY TREATMENT				JAIL TREATMENT			
	Total Clients		Current Clients		Total Clients		Current Clients	
	#	%	#	%	#	%	#	%
RACE:								
White	315	42.4	188	51.2	302	30.1	36	29.0
Black	387	52.1	155	42.2	634	63.2	77	62.1
Spanish	39	5.2	22	6.0	67	6.7	10	8.1
Other	2	-	2	0.1	0	-	0	-
SEX:								
Male	NA	-	301	82.0	869	86.7	116	93.5
Female	NA	-	66	18.0	134	13.4	8	6.5
AGE:								
17-20	270	36.3	151	41.1	NA	-	NA	-
21-25	308	41.5	146	39.8	NA	-	NA	-
26-30	111	14.9	47	12.8	NA	-	NA	-
31-	59	7.3	23	6.3	NA	-	NA	-

¹ Includes transfers and volunteers

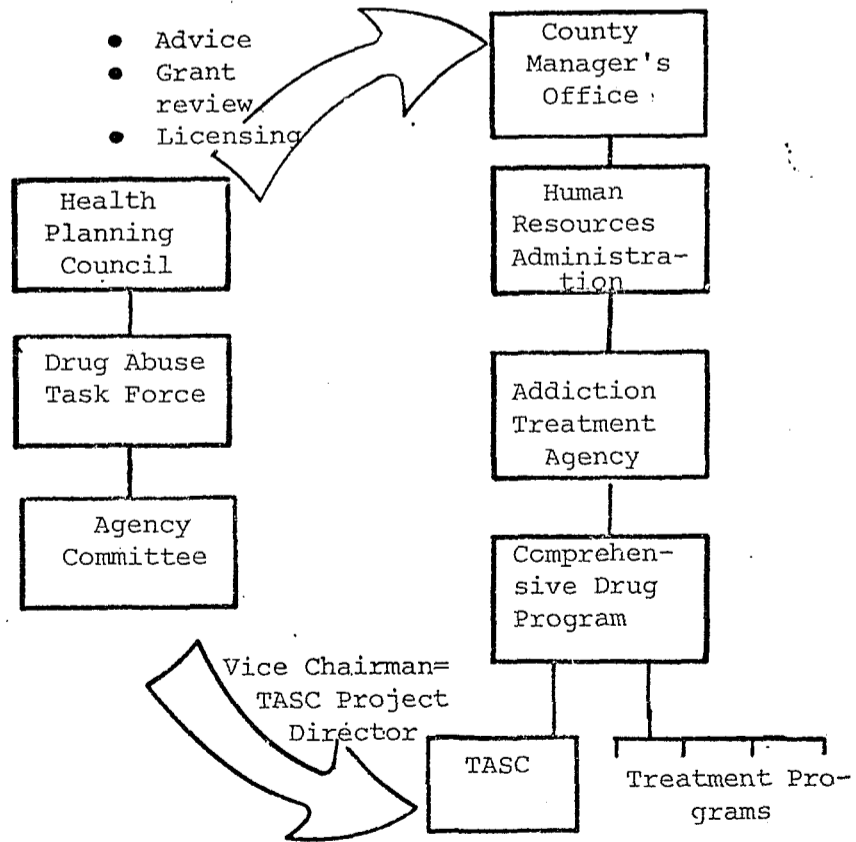
and begin to perform basic drug/demographic studies. As Figure 2 illustrates, CDP is under the Addiction Treatment Agency (ATA) which falls under the Human Services Administration (HRA), which itself is under the County Manager's Office. This hierarchical arrangement greatly abets (if not requires) cooperation between programs. In addition, TASC will soon be the administrating agency of a new state law which provides daily reimbursements to drug treatment programs. This will enhance its already considerable leverage with such programs.

The Director of TASC, Mr. David Pickins, is a member of the independently funded Health Planning Council (HPC), whose constituents are mainly "leading citizens", and whose function it is both to accredit programs (including drugs) and to perform grant reviews. HPC has a Drug Abuse Task Force, an offshoot of which is the Agency Committee (an informal consortium of treatment programs). HPC is an extremely powerful group which is rarely--if ever--contradicted by the County Commissioners whom it advises. Mr. Pickins is the Vice Chairman of the Agency Committee. Mr. Pickins also attends a monthly "Managers' Meeting" convened by the head of ATA to insure policy coherence and coordination of effort among the treatment programs.

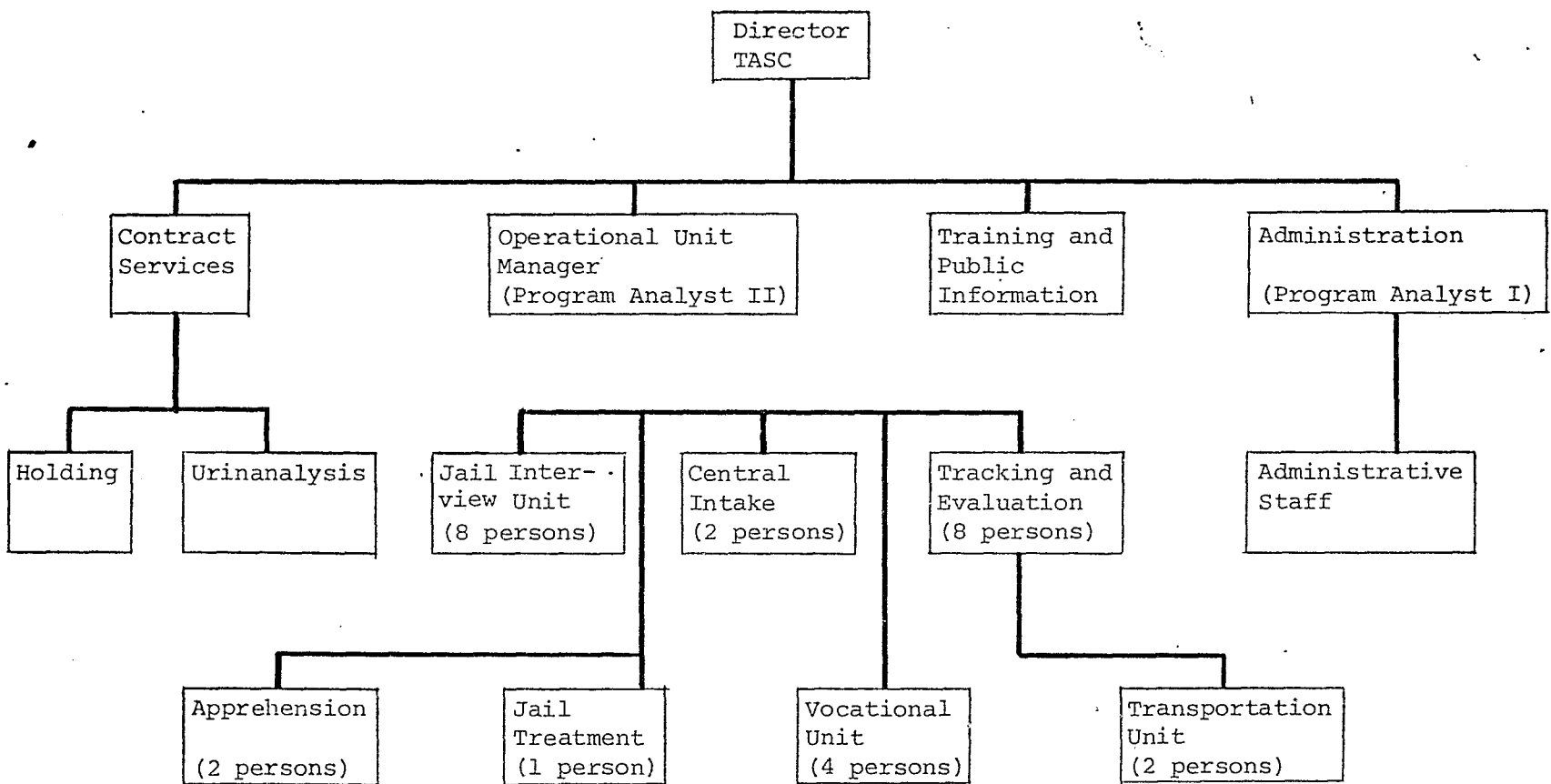
Figure 3 illustrates the internal organization of Miami TASC. The organization presented is the staff as it will be under the project's continuation grant. TASC, within the structure of the county government, hires its staff through the Dade County Personnel Department. The program is administered by a director, two deputies ("Program Analyst I and II"--essentially a director of operations and a systems/financial person) and a secretary. This administrative unit oversees and directs the activities of: a) the Tracking and Evaluation Unit; b) the Jail Interview Unit; c) the Vocational Unit; d) the Transportation Unit; e) Public Information and Training; f) Jail Treatment; and g) the Apprehension Unit. During the last year's period of performance (1974), TASC funded the PreTrial Intervention Program for three counselors, one state attorney and a secretary. However, due to budget limitations, increased cooperation and an expansion of the Jail Treatment Unit, these budget items were not refunded in 1975.

The Tracking and Evaluation Unit (8 persons) is affiliated with the Research Department of the Division of Addiction Sciences of the University of Miami. It is the principal monitoring agency for evaluating clients' progress as well as providing information for reporting purposes to TASC management and to the criminal justice system.

MIAMI TASK ADMINISTRATION
(Figure 2)



MIAMI TASC ORGANIZATION
(Figure 3)



The Jail Interview Unit (8 persons) is responsible for screening and intake and performs its service around the clock, seven days per week. It covers the Dade County Jail (central booking site for the country) and the Women's Rehabilitation and Detention Center.

The TASC Vocational Unit (4 people) performs client testing, vocational assessment, and actual job and education development and placement. Much of the work of this Unit is devoted to forging relationships with agencies whose functions might or should impinge on the drug abusing offender.

The Transportation Unit ("Escort Service"--2 drivers) takes clients from the Bond Hearing to the CDP Central Intake Unit for screening and for assignment to the designated treatment program.

The Public Information and Training Coordinator has overall responsibility for staff training and community education. The training includes pre-service work, monthly training workshops (for education and communication), the production of publicity materials and a slide tape presentation. To insure that TASC is seen as a part of the overall drug effort in Dade County, TASC offers the services of the Coordinator to the community at large. Thus, many of the treatment programs are the beneficiaries of this training. It should be noted that the TASC Director, whose former field was communications, has trained over 1,000 new police, probation and police officers both in the design and purpose of TASC and in the general area of drug abuse.

The Jail Treatment Unit (1 person) coordinates treatment for TASC clients who are either detainees awaiting trial or defendants who have already been sentenced. This Unit, originally funded to cover the Dade County Jail, the Women's Detention Center, and the Stockade (jail sentences up to one year) will expand its activities in 1975 to include the North Dade Regional Correctional Center. The Unit, in addition to performing treatment services itself, brings community treatment staff into the jails to counsel and motivate prisoners to enter community programs.

The Apprehension Unit (2 members) is activated when a client who has absconded or refused re-entry into the criminal justice system, must be sought and found. These men are Corrections Officers and they are armed.

2.0 Selection Criteria

2.1 Goal Achievement

2.1.1 Project Objectives and Performance

This section discusses eleven objectives of Miami TASC as stated in the project's grant application; although the order has been changed for the sake of clear presentation, no priority emphasis has been altered. Unless otherwise noted, all client figures pertain to the project's first thirteen months of operation (November, 1973 to December, 1974).

1) "The overall goal of this program is to interface the efforts of the Criminal Justice System with those of the Community's drug treatment programs and thus provide an integrated unified system for rehabilitation of opiate abusers". The extent to which this goal has been achieved will be considered in more detail below, in the discussions of subsidiary goals. However, it is appropriate to address at this point the nature of Miami's TASC target population. Consistent with the original thrust of the national TASC Program, the focus of Miami TASC, as expressed in this statement, is clearly toward opiate abusers. However, the experience of the Miami program has shown that opiate abusers are only a portion of the drug abusing population passing through the criminal justice (and community drug abuse treatment) system. Consequently, the project has not limited its activities to opiate abusers, and in its continuation grant the emphasis is on "substance abusers".

The figures available suggest that the proportion of non-opiate users is quite substantial, especially in community treatment. The table below summarizes the data from July 1 to December 1, 1974, the only period for which data are available.

Figure 4

	CUMULATIVE (7/1 to 12/1)		Total	CURRENT		Total
	Community	Jail		Community	Jail	
Opiate	297	303	600	46	42	88
Non-Opiate	211	34	245	24	9	33
Totals	508	337	845	70	51	121

As Figure 4 illustrates, although 71.0% of total clients in this time period were opiate abusers, only 58.5% of those in community treatment were opiate abusers compared to 90.0% of the jail treatment clients.

2) "To screen and classify approximately 25,000 people entering the criminal justice system". TASC fell somewhat short of this goal, screening, in the first thirteen months of operation, 16,429, of whom 15,666 completed their interviews and thus could be considered "classified".

3) "To treat and service approximately 2,700 identified opiate-dependent clients". The issue of opiate-dependency has been considered above. In terms of total clients treated, 1,520 have been admitted through the jail screening in the first thirteen months of administration; an additional 116 have volunteered, later in the process, thus not passing through jail screening. Therefore, the total figure for clients served, exclusive of transfers, is 1,636.

4) "To divert and treat approximately 800 opiate abusers". A total of 628 clients identified in the criminal justice system have been treated in the community. Although no information is available on what the placements of these clients would have been in the absence of TASC, it is possible to consider them diversions from the criminal justice system. Again, the issue of "opiate abuser" has been addressed above; extrapolating from available data, the number of opiate abusers identified in the criminal justice system and placed in community treatment is approximately 400. It does not seem appropriate to consider the client who has received TASC services while incarcerated as "diverted", therefore, these figures are not presented here.

5) To provide "a program of early identification of opiate-dependent persons admitted into the criminal justice system". By locating itself in the booking process, TASC accomplishes this objective. It should be pointed out that once an individual is identified as an opiate-dependent person, this information is only utilized when and if the individual enters TASC. Of the 15,666 persons who completed the TASC jail screening interview, 7,336 (or 46.8%) were classified as "indicating or admitting to a drug problem", and 1520 actually entered TASC.

6) To provide "a system for court referrals to the community's Comprehensive Drug Program (CDP)". This has certainly been achieved; all referrals from jail screening that go into community treatment programs enter CDP. TASC functions quite smoothly as a system for moving these individuals into CDP and for monitoring and tracking them once they are there.

7) "To determine and develop job skills of approximately 800 TASC clients". Thus far, 394 TASC clients have been placed in training, educational, or work situations by the vocational unit. Of these, 125 were placed in jobs. An additional 22 clients were successfully closed by this unit, which means that in addition to receiving employment, training, or education services, they graduated from TASC. Although TASC has not yet achieved its numerical objective, it should be pointed out that the vocational services provided are quite extensive, including the development of a service plan, testing, extensive referrals, and supportive counseling.

8) The "expansion, coordination, and modification of existing drug treatment programs". The "expansion" has not really occurred; TASC clients may help to fill programs, but there is no evidence of any expansion in capacity that can be attributed to TASC. TASC has certainly assisted in the coordination of community drug programs. Although the CDP umbrella must be considered the prime overall coordinating force, TASC has greatly facilitated the court-related activities of these programs. Prior to TASC's existence, drug programs sent representatives to the courts to compete for clients. (This was a characterization used by TASC administration, criminal justice system representatives, and treatment program personnel themselves.) This system has ended completely, and all affected groups have welcomed the change, although some treatment programs may resent their perceived loss of credibility. Probably the greatest beneficiary of this change has been the court system. TASC has also somewhat modified the treatment programs, both by providing them with some support in data gathering and related activities, and by holding them accountable for the progress of TASC clients. TASC will stop referrals to a program and will interact directly with program directors if program performance is not considered satisfactory. This policy has apparently resulted in some program modifications, although no radical change has occurred which can be attributed to TASC.

9) To develop "data currently unavailable for planning proper rehabilitation and care for the opiate dependent". This has, to some extent, occurred as TASC has collected data not previously available. However, the absence of detailed data on charges, on rearrests per unit time, on changes in sentencing, on treatment outcomes of clients after they are "released from the criminal justice system hold", and of follow-up data in general, somewhat limit

the utility of the data which has been collected. Nevertheless, information on rates of drug abuse of arrestees, on year of first heroin use (although comparable information is not available on first use of any other drug), and on frequency of previous treatment is all of considerable use in planning.

10) The "establishment of a civil-legal assistance program" for TASC clients. This program, to be operated in conjunction with the University of Miami Law School, has not been implemented. Although arrangements were well underway for such a component, the Law School Dean was changed, and the new Dean was apparently not willing to proceed with the program as part of the Law School. (It should be made clear that the circumstances which eliminated this project component were totally out of the control of TASC management.)

11) "To appreciably reduce the recidivism and arrest rates of all graduates". As thus stated, this is impossible to evaluate since follow-up data is unavailable on the 28 clients who have successfully graduated. A total of 45 clients have been rearrested prior to graduation. This represents 3% of the total clients admitted, or 6% of all clients who were in community treatment. No data is available on the length of time clients were exposed before rearrest. Moreover, the absence of any control or comparison group makes it impossible to determine if any "appreciable reduction" has occurred.

2.1.2 TASC Practices Compared with National Advisory Committee Standards

The standards most applicable to the Miami TASC operation are 2.1 ("General Criteria for Diversion"), 2.2 ("Procedure for Diversion Programs") and 3.1 ("Use of Diversion").

It should be noted at the outset that it is not entirely appropriate to judge Miami TASC against these diversion standards because the program does not represent a "classic" diversion program. TASC admits some of its cases on a pre-trial basis, but, as its management readily admits, diversion is something of a misnomer when applied to TASC. TASC may more accurately be considered diversion from long term incarceration into treatment, which may or may not occur in jail. TASC's mandate is thus not diversion from the criminal justice system, but early identification and referral to treatment. Ironically, the more ably TASC performs, the more the criminal justice system tends to refer drug-abusing offenders with severe and lengthy records. Thus, although 82.2% of clients were diverted to TASC on a pre-trial

basis in its first 13 months of operation, 69.9% of these were "diverted" into TASC jail treatment cells.

Standard 2.1: *In appropriate cases offenders should be diverted into noncriminal programs before formal trial or conviction. Such diversion is appropriate where there is substantial likelihood that conviction could be obtained and the benefits to society from channeling an offender into an available noncriminal diversion program outweigh any harm done to society by abandoning criminal prosecution. Among the factors that should be considered favorable to diversion are: (1) the relative youth of the offender; (2) the willingness of the victim to have no conviction sought; (3) any likelihood that the offender suffers from a mental illness or psychological abnormality which was related to his crime and for which treatment is available; and (4) any likelihood that the crime was significantly related to any other condition or situation such as unemployment or family problems that would be subject to change by participation in a diversion program.*

For those it diverts on a pre-trial basis, TASC conforms rather well to the above standard. Most of TASC clients are relatively young (77.8% of those diverted into community treatment are between 17 and 25); TASC, through PTI sought the concurrence of the victim and/or the arresting officer, although now that the formal relationship with PTI has been ended, this activity has largely ceased. It is often argued that drug dependence is a "psychological abnormality" which dictates specialized treatment. Finally, it is one of TASC's primary assumptions that by changing the offender's attitude toward drugs and towards himself, that his crime pattern will be altered if not broken.

The salient features of Standard 2.2, "Procedure for Diversion Programs" are that *the appropriate authority should make the decision to divert as soon as adequate information can be obtained and that guidelines for making diversion decisions should be established and made public.*

The judge and the State's Attorney make the decision to divert, both at the bond hearing (the ROR decision) and then at arraignment.

In addition, this standard stipulates that, if diversion involves curtailment of an offender's liberty, the court should formulate procedures which contain the following features:

- Right to representation by counsel during the negotiations for diversion..

Counsel is not present when the potential client agrees to enter TASC and signs the release of information form and waiver of right to a speedy trial. However, counsel is present at court appearances when the court agrees to divert.

- *Suspension of criminal prosecution for longer than one year should not be permitted.*

Maximum pre-trial participation in TASC is 180 days.

- *An agreement that provides for a substantial period of institutionalization should not be approved unless the court specifically finds that the defendant is subject to nonvoluntary detention in the institution under noncriminal statutory authorizations for such institutionalization.*

TASC does not involve itself with clients who are subject to "nonvoluntary detention". It does, however, treat many clients who are detained while awaiting trial, both in the community and in jail treatment programs. Although TASC works with these clients on a pre-trial basis, they cannot be considered "divertees".

- *The agreement submitted to the court should contain a full statement of those things expected of the defendant and the reason for diverting the defendant.*

TASC, through the Central Intake Unit, submits a detailed treatment plan to the proper criminal justice authority with the rationale for diversion included.

Standard 3.1, "Use of Diversion", urges local jurisdictions to *develop and implement* formally organized programs of diversion, to decide where diversion should occur, to establish *mechanisms for review and evaluation of policies*, and to establish cooperation with the resource agencies in the community.

This standard is more appropriately applied to PTI than to Miami TASC. TASC, however, has made clear its desired points of intervention, and who the responsible parties are at each point.

The standard continues by urging the establishment of criteria for cases to be diverted, and *means to be used to evaluate the outcome*

of the diversion decision. In addition, it requires that the diverting official state his reasons for approving or denying diversion, and it requires that diversion programs maintain a current and complete listing of various resource dispositions.

TASC is eminently clear regarding the objectives of its program, and it is also clear about how it evaluates its diversion decisions. Finally, through the Central Intake Unit and its own Vocational Unit, a complete listing of resource dispositions is readily available.

This standard concludes with factors to be used in determining whether an offender should be selected for diversion. These factors follow:

a) *Prosecution toward conviction may cause undue harm to the defendant or exacerbate the social problems that led to his criminal acts.*

TASC, in its public documents and public and private statements seems less worried about "classic" diversion and more concerned with whether or not an offender receives appropriate treatment for his drug problem.

b) *Services to meet the offender's needs and problems are unavailable within the criminal justice system or may be provided more effectively outside the system.*

Whether or not TASC is in-or-outside the system is a moot question. The answer to (a) above reveals TASC's prime concern.

c) *The arrest has already served as a desired deterrent.*

If arrest (or community treatment) do not serve as that deterrent, TASC will urge further criminal justice attention.

d) *The needs and interests of the victim and society are served better by diversion than by official prosecution.*

Given the fact that TASC services are of high calibre, it is not a great concern of TASC's at which point the defendant enters TASC treatment. Of prime importance is that the offender become the beneficiary of TASC.

e) *The offender does not present a substantial danger to others.*

If the offender does present such a danger, TASC accepts him on a post-trial (and often in-jail) basis.

f) *The offender voluntarily accepts the offered alternative to further justice system processing.*

TASC stresses voluntariness. The intake worker states this, and the forms underline it. Perhaps of greater importance is the "informed consent" issue; since no attorney is present at the initial jail screening and intake, and since TASC is presented as potentially mitigating the extent of further criminal justice system sanctions, the "true" voluntariness of the client's decision to enter TASC may be compromised.

g) *The facts of the case sufficiently establish that the defendant committed the alleged act.*

TASC is not overly concerned with guilt or innocence. Its literature and program staff members do not raise this issue. To repeat: TASC's primary concern is drug treatment for the drug-abusing offender.

2.1.3 Miami TASC and the State of the Art

Determining whether the Miami TASC project has been notably more successful than similar projects is difficult due to the wide variations among related TASC programs. TASC projects vary considerably along a number of dimensions:

- the local criminal justice system, in terms of both receptivity to innovation and operational amenability to a TASC project (for example, Dade County has a central booking unit for all arrests, while some cities, smaller in population than Dade County, have separate booking areas in separate courts);
- the components TASC projects include and the services they deliver (some TASC projects pay for community treatment services for their clients; some projects, such as Miami have additional services such as vocational units);
- the criteria used for failure and success (these are established by the local TASC project; Miami, for example, automatically discharges any client arrested on a new charge while in the program; a number of other TASC projects do not);

- the local treatment system (in some TASC cities, such as Miami, there is a centralized intake function; in other cities, where these do not exist, TASC must create and pay for such a function);
- the amount of time a project has been in operation (this crucially affects the success rate; in cases where projects have been in operation only for an amount of time comparable to the amount of time a client must spend in treatment to be considered a success, the success rate must be extremely low. Such is the case in Miami.)
- the lack of detailed data on such things as time in treatment per rearrest, dispositions of clients returned to the criminal justice system, changes in overall sentencing patterns, changes in ROR and other bonding patterns, etc.

Of the seventeen TASC projects which have been operational for five months or longer, the Miami TASC is the largest in terms of entries per month, at 117. Two other projects are in the sixties, and all the rest are below 50. In terms of both number of clients currently in treatment and total number of clients who have entered treatment, Miami TASC is second to a program which has been in existence 24 months, compared to Miami's 13. These two programs are significantly larger than any of the rest. The Miami dropout and failure rate, at 31% is the same as that of the other large TASC project and is slightly above the median of 28%. (A table of TASC program data, from which these figures were drawn, is included in the Appendix.)

Local criminal justice system personnel, as well as the state LEAA office and other state-level administrators, support the nomination of Miami TASC as an exemplary project because of its effective administration, its perceived impact on all segments of the criminal justice system, and the evident achievements of the tracking unit and jail treatment cells.

2.2 Replicability

The Miami TASC project clearly addresses a problem common to urban criminal justice systems: ensuring that the drug abusing or addicted arrestee is identified and routed to an appropriate treatment regimen. Given escalating levels of drug-related crimes, particularly certain categories of property crime, programs designed to coordinate criminal justice and treatment resources offer a viable alternative to normal procedures for handling the drug dependent defendant.

Available documentation on the Miami TASC project consists of grant applications and a detailed description of the tracking system (currently being revised and augmented). These documents are sufficient to describe the operating philosophy of the project and to delineate its component parts; but they do not supply sufficiently detailed procedural information to permit replication.

Special Features

Several features of the Miami TASC program appear to be principally responsible for its reputation as a viable system for the identification and treatment of drug abusers.

1) Staff Morale

The morale of the TASC staff is manifestly high. Many drug programs, marked by low rates of client success and high rates of staff involvement, have weary staff subject to frequent turn over. The infertuous morale of Miami seems to have its roots in careful staff selection, thorough initial and on-going staff training, a strong commitment to inter-staff communications, a pride in TASC itself, an accurate sense that most people who contact TASC like and appreciate its presence, and carefully delineated job descriptions. (All staff know what they are to do, how to do it, and when and to whom they report--there is a strong sense of order, of place and of lack of confusion.) Consistent and superior administration have much to do with this aspect of TASC.

2) Jail Treatment Unit

TASC clients, whether awaiting trial in the Dade County Jail or sentenced to the Stockade, are assigned to special "cells". When an inmate is admitted to a TASC cell, he is made to feel that this is a privilege. If an inmate is not committed to changing his behavior, is consistently un-cooperative, does not participate in the management and upkeep of the cell, or will not confront his problems and assist others in the confrontation of theirs, then he or she is dropped from TASC and released to the general prison population.

There have been no recorded instances of sexual assaults or violence in the TASC cells; during recent difficulties at the Dade County Jail, the TASC cells were quiet. Briefly, the reasons for the success of this unit are: strong, consistent administration on the part of the Jail Treatment Unit; a clear transmission of what is expected of each client, which, if performed adequately over a period of time, results in promotion to the next rung of responsibility within the cell. All inmates supervise the persons on the rung directly beneath them, and all participate in "seminars" and encounters both of which attempt to encourage positive thinking and a caring for others. Each cell is called a "family". It is not a fatuous term. Although the basic design of this unit is

easily transferrable, extreme care would have to be taken in staff selection, since that seems to be a critical component of this unit's success. It would also be necessary to secure the cooperation of the institution in which such a unit was to be installed in order to segregate treatment cell residents from the general prison population. In Miami, treatment cell members eat separately (in their cells), take exercise separately, and do not mix at all with the prison population. Again, implementation of such a unit does carry the risk that the availability of a viable institutional treatment alternative may encourage the placement of individuals who might otherwise not have been incarcerated. This is not a problem particular to Miami TASC, but probably should be considered in any replication effort.

3) Vocational Unit

Probably the most striking aspect of this Unit, beyond its manifest confidence and competence, is its ability to form relationships with various city, county, state and private agencies. This is observed on three levels: a) normal agency coverage (e.g., Miami Public Schools for GEDs for TASC clients); b) agency assignment of specific individuals to serve as agency liaisons to TASC (e.g., DES has assigned two people on a liaison basis to TASC); c) extra-ordinary agency response to TASC (e.g., Miami Dade Junior College which is teaching in the TASC cells and which gives TASC clients free tuition).

4) Planning and Relationships with the Criminal Justice System

The Director and his assistant, having performed the delicate task of integrating TASC into the CDP and the criminal justice systems, have done so while creating almost no rancor. This is a noteworthy achievement, for TASC has accrued a good deal of power by supplanting the treatment programs in the courts. In fact, TASC is most often seen as a positive addition to the system.

The planning process was painstakingly considered: all key agencies were contacted and their advice solicited; powerful allies were lined-up; where services and cooperation were necessary but unavailable, TASC purchased what it could (e.g., TASC paid for a D.A. and a Public Defender); where resistance was strongest, TASC spent innumerable hours persuading (e.g., with the police). Once launched, TASC offered whatever it could beyond its specific mandate (e.g., the director trains all new probation, parole and police officers in the field of drug abuse).

Although most aspects of the criminal justice system support TASC enthusiastically, it must be noted that the response of PTI (including Pretrial Release) program was somewhat cooler, primarily because a jurisdictional problem remained unresolved (or at least not satisfactorily resolved)¹.

5) Tracking System

The TASC tracking system is replicable. None of its procedures or systems require a particularly high degree of expertise in data management, for any program planning an information management system. However, a high degree of cooperation is needed both from the criminal justice system (in terms of notification of court dates and credence given TASC information) and from the drug abuse treatment community. This is critical, since most of the post-intake data comes from treatment programs, and these programs must not feel threatened by TASC or resist on the grounds of protecting their clients' rights. Prior to the implementation of any tracking system, careful consideration must be given to precisely what function it is to serve: research goals, for example, would dictate a different kind of operation. Similarly, the nature of the agency to which reporting occurs--in Miami's case it is the courts, with a need for information on progress through treatment--affect the design of a tracking system. But in terms of overall methods of operating Miami's Tracking Unit can clearly be replicated.

¹ There were conflicts between PTR and TASC on some of the co-custody clients in the cases where the clients had failed to meet all of the TASC criteria, which led TASC to seek revocation of ROR status, but were still performing adequately in the light of PTR criteria. In addition, TASC has eliminated the PTI staff it formerly paid for, and between the elimination of these positions and the operational conflicts, PTI does not have strong incentives to work closely with TASC. However, these problems are currently being addressed and there does appear to be considerable likelihood that they will be resolved.

Target Communities

Several contextual factors affect the ease with which the Miami TASC project might be replicated in other communities. First, the criminal justice system in Miami is tolerant of innovation; in addition to TASC there is an extensive PTI/PTR program which has helped prepare the ground for TASC. In addition, and quite important to the operational smoothness of TASC, all arrestees in Dade County are booked through a central facility. This greatly facilitates the integration of TASC jail screening into the booking process, and thus significantly eases the problems of TASC in securing coverage of a large population of potential clients.

Finally, the drug treatment programs in Miami are under a central coordinating and funding agency, the Comprehensive Drug Program, which also provides an operating Central Intake Unit. This enhances the ability of TASC to work with treatment programs, an area of activities that has proved troublesome for other TASC projects around the country.

2.3 Measurability

To date, there have been no impact evaluations of the Miami TASC program. However, two features of the program's operations contribute to a relatively high degree of potential measurability: first, the extensive data-gathering and tracking functions of the program, and, second, the close relationship between the program and the University of Miami Department of Addiction Sciences, with the research support it is capable of providing. Thus far, this support has taken the form of several "TASC Epidemiology Reports," which consider the demographics and other entrance characteristics of TASC (and other CJS) clients, while making no statements whatever about outcomes. These reports can be considered evaluative in one sense, since they do indicate that TASC is reaching the clients it is intended to serve, but they contain no information on either the services which clients receive or on the impacts of these services.

In addition, a number of documents are generated that are of considerable use to TASC management. These include a summary of the case-loads in each treatment program, a summary of where in the criminal justice system each client is (based, however, only on self-reports), and "Directors' Reports," summarizing goal achievement for each program under the Comprehensive Drug Program umbrella, which includes every program to which TASC sends clients. (These reports, too, are based largely on self-reports by program staff.)

The data-gathering functions of the program focus on the progress of the client through the TASC system. There has been no formal attempt to monitor client disposition or to compare TASC client flow with that of a comparable group of non-participating defendants. Since the involvement of the TASC program stops at the point when a client is released from the criminal justice system hold, no data is currently collected on the eventual success of TASC "successes." There are several studies in various stages by the University of Miami Department of Addiction Sciences: an emergency room study of overdose admissions (underway), a tri-ethnic study of use and abuse patterns, and a follow-up study. This last, which is of most immediate relevance to the evaluation of the TASC program, is still in the early planning stages.

Data submitted by drug programs for CODAP* reporting purposes is also integrated into the system maintained by the University of Miami faculty. However, the TASC tracking system information on client progress and performance in treatment is not currently coded or entered into the system. This data would also be useful for evaluation purposes were it available. Ultimately, the intention is to use data, as well as CODAP data for comparative purposes on non-TASC clients, in a sophisticated information system and research function. However, this will require both a considerable amount of time and a modification of the epidemiological orientation of the Addiction Sciences faculty.

2.4 Efficiency

While it is possible to summarize the costs of the Miami TASC program, it is difficult to relate these to benefits without several caveats. First, the data limitations discussed in Section 2.1.3 must be considered; and secondly, although costs can be compared to selected outcomes, these outcomes do not fully represent the actual benefits of the project. Detailed data describing clients' drug-free months, arrest-free months, and other possible benefits are simply not available.

The total budget for the project is \$800,887, of which LEAA provides \$585,702; \$154,647 is provided in contribution and the remaining \$60,538 in "grantee hard matching" monies. Of the LEAA monies, we

* CODAP: Client-Oriented Data Acquisition Process. This is a major information system used by the National Institute on Drug Abuse for reporting from its local programs. It summarizes client flows and status.

have assumed that 13/14, i.e., \$544,000 has been expended to date. (Although funded for twelve months, the project has been operating for thirteen and expects to continue until it is refunded.) In presenting per capita costs below, we have used both this figure and the figure of \$495,000, which represents estimated project expenditures independent of the vocational unit, since that unit is not an integral part of the identification, referral, and tracking functions of TASC. (It should be repeated, however, that this is an extremely strong component of the program.) The jail treatment unit is entirely supported by in-kind and hard matching contributions.

Using these aggregate cost figures, Figure 5 presents costs per referral, costs per active client, and costs per client who are either "successes" or who have "been released from the criminal justice system hold." Successes are those clients who have satisfactorily completed treatment. Those "released from criminal justice system hold" are clients dropped by TASC prior to the completion of treatment as they are no longer under the jurisdiction of the court. Since there is an insufficient base for determining straight costs per "success", releases have been combined with successes to form a broader--albeit imprecise--"Terminated" category. Needless to say the costs prescribed in any category do not include the costs of the actual community treatment provided.

Figure 5
Per Capita Costs

	#	All Federal Costs (\$544,000)	Federal costs exclusive of vocational unit (\$495,000)
<u>All Clients:</u>			
Total Referrals	1520	\$ 358	\$ 326
Active Clients	491	\$ 1108	\$ 1008
Successes and "released from criminal justice hold"	383	\$ 1420	\$ 1292
<u>Community Treatment Clients Only:</u>			
Total Referrals	743	\$ 732	\$ 666
Active Clients	367	\$ 1482	\$ 1349

Cost Comparisons

As noted earlier, it is difficult to offer meaningful cost comparisons across TASC programs, since the data is not sufficiently detailed to permit full disaggregation of either outcomes or costs (since the range of services offered differs). However, merely based on the available aggregate data, the Miami TASC costs per referral and costs per active client are quite low. The only program with lower costs per referral is one approximately one-tenth the size of Miami which clearly operates in a very different environment. (See the table in Appendix for a summary of the data on which these comparisons are made.)

When only the community treatment clients are considered, costs per referral approximately double (from \$358 to \$732 for all federal costs), while costs per active client go up by approximately 20%, since most active clients are in community treatment. When the vocational unit is excluded, costs per outcome category decrease by about 10%. Neither of these adjustments appreciably affect the ranking of Miami TASC relative to other TASC programs.

In sum, although such comparisons must be viewed with considerable caution, it does appear that the Miami TASC program is a relatively low cost TASC operation.

2.5 Accessibility

Without exception, project administration and staff were extremely helpful, open, and cordial throughout the site visit. The site visit team was able to move freely within project components, interviews were welcomed and all documentation requested was provided. The project has had a considerable number of visitors in its history, ranging from local officials to a senator, and the administration seems extremely comfortable and competent in dealing with outside observers.

Since continuation grant for the project is currently being processed there is not reason to expect any difficulties with refunding. In the longer term, local authorities (the court, probation, corrections) and state social service administrators seem quite enthusiastic about the project. Therefore, the prospects for continuation in the face of federal funding reductions are positive, although it is, of course, impossible to predict this with any accuracy.

3.0 Summary of Major Project Strengths and Weaknesses

3.1 Major Project Strengths

- Extremely competent staff and administration.
- High staff morale. The working climate seems excellent and there is a pervasive team spirit.
- The project's jail treatment unit. The statements of clients and others all strongly supported the site team's impression that this was a very well-run and well-designed unit.
- The project's vocational unit. The approach to addressing the vocational needs of their notably difficult to place clients seemed quite effective.
- A smoothly operating tracking unit. This functions very thoroughly with a system of checks on data and information coordination all the more remarkable in view of the fact that the system is not computerized.
- The project's credibility. The information provided by TASC and the opinions based on that information are highly respected in the courts.
- Screening organization. The degree to which TASC has integrated itself into the booking process is outstanding.
- The components of the project function very smoothly.

3.2 Major Project Weaknesses

- Client Agreement Mechanism. The disclosure of information form and waiver of rights to speedy trial may be handled inappropriately in view of the potential import of those documents to clients.
- Risk of Non-Diversion. The presence of the jail treatment cells, and their perceived effectiveness, may frustrate the diversionary aim of TASC. Only 11.1% of the clients who have been in jail treatment cells have subsequently entered community treatment programs.

- Racial Distribution. Though not entirely within project control, blacks and opiate abusers are more often in jail treatment than are whites or non-opiate abusers. (Of course, the absence of charge or related demographic information makes the import of this difficult to assess.)
- Information Access. The "glue" that seems to bind the elements of the criminal justice system, particularly the courts and probation, to TASC, is information provided by TASC. This may present potential dangers of abuse of civil liberties.
- Follow-up data are unavailable on TASC clients, making detailed analysis of the project difficult. No information is maintained that would permit a comparison between TASC and non-TASC clients with respect to their progress through the criminal justice system or post-dispositional outcomes.

4.0 Conclusions

The Miami TASC program is a very well-run and smoothly operating identification, tracking and service delivery system. The absence of any client dispositional follow-up data or data pertaining to the dispositions and outcomes of comparable clients does, however, severely limit any conclusions regarding the immediate effects or longer term impacts of the TASC strategy.

For the purposes of any further replication, it may prove desirable to recommend that an attorney be involved in the process whereby the potential client signs the consent to participation and limited waiver of confidentiality forms; care must be taken, however, that the speed and effectiveness of the jail screening process is not seriously impaired when these safeguards are introduced.

Both the vocational unit and the jail treatment unit are quite impressive and each could be integrated into a variety of diversionary programs. The role of the jail treatment program, however, must be examined in some detail, as the presence of institutional treatment opportunities may inadvertently dilute the overall diversionary intent of any court-based intervention strategy.

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"TASC Epidemiology Report", July, 1974, Duane C. McBride, M.A.

Forms used for interviews and tracking.

Various media reports on Miami TASC.



APPENDICES

- A. CASELOADS AND COSTS OF SELECTED TASC PROGRAMS
- B. CLIENT'S CONSENT TO PARTICIPATE FORM
- C. EXEMPLARY PROJECT APPLICATION FORM
- D. LETTERS OF SUPPORT

APPENDIX A

CASELOADS AND COSTS OF SELECTED TASC PROGRAMS

TASC PROGRAM	Estimated \$ Spent to Date (1)	# Clients who entered TASC	Active Clients	Active/Total Entered	% Drops, Splits & Failures	% Arrests (New Charges)	% Successes	Months of Operation	Average Entry per Cost	Costs per Referral (00's)	Cost per Active Client (00's)
Alameda County ⁽²⁾	1100K	675	263	40%	58%	0	2%	11	61	16	42
Albuquerque	47.3K	168	85	51%	28%	18%	2%	9	19	3	6
Austin	210K	205	158	77%	1%	10%	13%	13	16	10	13
Birmingham	1027K	451	205	46%	28%	9%	8%	14	32	23	50
Boston (Adult) ⁽²⁾	431K	88	37	41%	43%	1%	15%	7	13	49	116
Cincinnati	555K	291	130	45%	30%	22%	3%	12	24	19	43
Cleveland	933K	943	259	28%	66%	13%	7%	21	45	10	36
Dayton	268K	175	69	39%	17%	16%	26%	14	13	15	39
Denver	(3)	13	92	69%	13%	NA	5%	11	12	NA	NA
Indianapolis	443K	308	113	37%	32%	19%	17%	19	16	14	39
Kansas City	800K	310	184	59%	16%	5%	10%	13	24	26	44
Marin County	228K	505	127	25%	31%	2%	43%	14	36	5	18
Miami	544K	1520	491	32%	31%	3%	2%	13	117	4	11
New York	479K	131	66	50%	18%	11%	21%	23	6	37	73
Philadelphia	1215K	1588	649	41%	32%	8%	10%	24	66	8	19
Richmond	130K	77	62	81%	10%	1%	0	5	15	17	21
St. Louis	200K	52	28	54%	40%	4%	0	6	9	38	71

¹ The procedure used for estimating the money spent as of December 1, 1974 was based on the following assumptions: (i) projects spent money on a straight line basis once they become operational; (ii) the life of the funding grant is 12 months unless we know otherwise (note that although funded for 12 months, projects may actually take more or less time to expend their funds); (iii) where a project is functioning for more than 12 months on a 12-month grant, we assume funds for one month remain.

² Some of these funds are expended on community treatment services; thus actual costs per outcome should be lower.

³ This is an LEAA impact city; it is not feasible to attempt to segregate TASC funds out.

T.A.S.C. CLIENTS
 CONSENT TO PARTICIPATION AND
 LIMITED WAIVER OF CONFIDENTIALITY

TO WHOM IT MAY CONCERN:

I, _____, having been charged with criminal offenses or being the subject of a juvenile proceeding, and recognizing that I am in need of treatment for a drug abuse problem, do hereby request and authorize T.A.S.C. and the Dade County Comprehensive Drug Program (CDP) to evaluate and treat me for said problem. My decision to participate in T.A.S.C. and in any CDP facility to which I may be referred is totally voluntary. I have made this decision to participate solely because I realize my need for treatment and am fully aware that participation in T.A.S.C. is not a guarantee against incarceration.

As express conditions of my participation, I hereby agree:

- To authorize the release by T.A.S.C. and the treatment program of any information which indicates my success or failure in the treatment program or shows that I have violated the conditions of my release from confinement, to any governmental personnel having responsibility for my prosecution, supervision, apprehension or defense. This information may also be released to personnel connected with the Treatment Alternatives to Street Crime (T.A.S.C.) Project who are responsible for evaluating my progress in treatment;
- To the release of all arrest and offense reports and records to T.A.S.C. (Treatment Alternatives to Street Crime);
- To the waiver of speedy trial if prosecution is deferred;
- To the waiver of immediate sentencing if judgment or sentencing is deferred;
- To observe all municipal ordinances, state and federal laws;
- To a comprehensive diagnostic evaluation by the staff at Central Intake;
- To follow the treatment directives of Central Intake and T.A.S.C.;
- That the treatment program recommended may be a 24 hour live-in program and may last as long as 18 months;
- To follow all the rules and regulations of the assigned treatment program;
- That violation of any of the above terms of this agreement will be used for determining revocation of deferred prosecution, bail, probation, deferred judgment; deferred sentence or stay of execution.
- That reporting to the Pretrial Release aide or the probation officer, if required, be according to a time and method designated by the Pretrial Release aide or the probation officer.

I have read and understand the above statements and volunteer to comply with T.A.S.C. I also understand that failure to do so may result in arrest and incarceration.

I fully understand the provisions of this waiver and I also understand that no other information regarding my treatment, program whereabouts, or any other factor will be released without my express, written consent.

SIGNATURE OF PARTICIPANT

WITNESS

WITNESS

DATE

T A S C

LIMITED WAIVER OF CONFIDENTIALITY

I, _____, a participant in TASC and/or a treatment program operated by or affiliated with the Dade County Comprehensive Drug Program (CDP), having had explained to me my rights to the confidentiality of my records, do hereby request and authorize _____ to release information to:

- TASC; CDP and/or affiliated DATE center; Court Officers of the _____ Court; My Attorney or Public Defender _____; Florida Parole and Probation Commission; U.S. Probation Office; Pre-Trial Release; U.S. Veterans Administration; (Prospective) Employers: _____ Other: _____

The information to be released shall consist of the following:

- Personal Background Criminal Convictions (Other than juvenile) Medical History Drug History Drug Treatment History Employment Records Prognosis in Treatment and Progress Name of Treatment Program and Current Status Legal Status (Probation) (Parole) (Work Release) Other: _____

The information to be released is needed for the following purpose(s):

- Evaluation and/or Treatment by DATE Center Medical/Psychiatric evaluation and treatment To secure release from incarceration into TASC custody To retain release from incarceration into TASC custody To obtain employment Other: _____

I fully understand the provisions of this waiver and I also understand that no other information regarding my treatment, program whereabouts, or any other factor will be released without my express, written consent.

SIGNATURE OF PARTICIPANT _____ DATE _____

WITNESS _____

WITNESS _____

FORMAT FOR SUBMISSION OF EXEMPLARY PROJECT RECOMMENDATIONS

I. Project Description

- 1. Name of the Program City of Miami and Dade County Treatment Alternatives to Street Crime (TASC) 2. Type of Program (ROR, burglary prevention, etc.) Diversionary 3. Area or community served Metropolitan Dade County 4. Approximate population of area or community served 1.5 Million 5. Administering Agency (give full title and address) Addiction Treatment Agency/Comprehensive Drug Program 1400 N. W. 10th Avenue 16th Floor Miami, Florida 33136 6. Project Director (name and phone number; address only if different from 5 above) Mr. James A. Ward David Pickens (305) 324-1040 7. Funding agency(s) and grant number (agency name and address, staff contact and phone number) LEAA (#73-DF-04-0036/73-ED-04-0011) Bureau of Criminal Justice Planning and Assistance 307 East Seventh Avenue P. O. Drawer 3786 Tallahassee, Florida 32303 Mr. Ken Alligood, Federal Fiscal Specialist 904/488-2140 8. Project Duration (give date project began rather than the date that LEAA funding, if any, began) Planning of TASC began in November, 1972 Implementation began on November 19, 1973 and should end on November 18, 1974

9. Project Operating Costs (Do not include costs of formal evaluation if one has been performed. See Item 10)

Breakdown of Total Operating Costs, specify time period:

Federal: 585,702 for Implementation
51,109 for Planning

State: None

Local: 60,538 County Cash Match
154,647 County In-Kind Contribution

Private: None

Total: 851,996

Of the above total, indicate how much is

- (a) Start-up; one time expenditures:
51,109 - total planning monies
14,168 - equipment for implementation

(b) Annual operating costs: \$800,887

(A complete budget breakdown should be included with the attachments to this form)

See attached TASC Grant inclusive of Budget Breakdowns.

10. Evaluation costs (Indicate cost of formal evaluation if one has been performed)

No formal evaluation has been performed.

11. Continuation. Has the project been institutionalized or is it still regarded as experimental in nature? Does its continuation appear reasonably certain with local funding?

The TASC Project is still experimental in nature. Continuation hopeful, will be federally funded.

- II. Attachments Please attach the following:

Attachment A - Program Review Memorandum

This memorandum should contain the following elements:

- (1) Project Summary - brief statement of the project's goals, objectives and method of operation.

See Discretionary Grant Application (page 1)

- (2) Criteria Achievement - explanation of the degree to which the project meets each of the Exemplary Project criteria - goal achievement, replicability, measurability, efficiency and accessibility. Cite specific measures of effectiveness, e.g. crime reduction, cost savings, etc. See Attachments.

- (3) Outstanding Features - indication of the most impressive feature(s) of the project. The cooperation and support afforded to TASC by the criminal justice system e.g. Judges, Courts, Police, Corrections, etc.*

- (4) Weaknesses - frank statement of those areas of project operation that could be improved. (It is assumed that a project will not be recommended if there are critical program weaknesses). The lack of treatment slots for TASC clients is a problem.

- (5) Degree of Support - indication of the degree of local support, e.g. criminal justice officials, citizen groups, the news media. See attachments.

Attachment B - Endorsements

Each project should have a written endorsement from the appropriate SPA and LEAA District Office. Endorsements from other sources may be attached if available.

Attachment C

For LEAA funded projects, attach a copy of the grant application(s), all annual progress reports, and the most recent quarterly reports. If a formal evaluation has been undertaken, this report should also be attached. See Attachments.

For non-LEAA funded projects attach a complete budget breakdown and such progress and evaluation reports as may be available.

N/A

*At the 2nd National TASC Conference held in Miami this year the National TASC Director, Peter Regner, Washington, chose Miami for the TASC Model.

CRITERIA ACHIEVEMENT

TASC ACHIEVEMENTS

From inception (November 19, 1974) to present (June 7, 1974) TASC has treated 735 clients. (503 in jail treatment and 232 in community treatment). Of these 735 clients only 14 have been rearrested (on new charges) which considerably reduces the recidivism rate which was our primary goal.

Within the TASC Treatment Cells (Dade County Jails) the reduction in tension has been so great that the Dade County Corrections and Rehabilitation Department is attempting to expand the TASC Therapeutic Community concept to other cells. (non drug users)

The TASC Vocational Rehabilitation Unit has achieved placement for 32 TASC clients in suitable employment and is presently training 38 clients for future placement.

A job bank consisting of over 200 employers throughout Dade County has been formulated to aid in future placement of TASC clients.

GOVERNOR'S COUNCIL ON CRIMINAL JUSTICE

QUARTERLY PROGRESS REPORT

Project Number 73-DF-04-0036 Subgrantee Metropolitan Dade County, Fla.

Project Title The City of Miami and Dade County Treatment Alternative to Street Crime (TASC)

Reporting Quarter (check one) 1st 2nd 3rd Other (Extension)

Name of person preparing report _____ Title _____ Date 4/19/74

The following format should be utilized in the preparation of quarterly progress reports:

- I. **PROGRESS TRACKING:** List briefly the project's goals/measurable objectives/procedures which are stated in the grant application and apply this reporting period. Opposite each of the above, list briefly actual progress made in meeting the intended goals/measurable objectives/procedures during the reporting quarter. **SUBMIT THIS INFORMATION ON THE ATTACHED PROGRESS TRACKING SHEET.**
- II. **PROGRESS NARRATIVE:** Discuss the information presented in Section I in sufficient detail to present a complete picture of project activities during this quarter.
--Provide supporting data to validate reported progress. This might include booklets or other publications, statistical summaries, drawings, photographs, newspaper articles, etc.
--Describe any problems which have been encountered and state what corrective action is being taken to resolve them.

II. Progress Narrative.

JANUARY

The overall objective of the TASC Program for this quarter has been to continue through our start-up and shake-out phase. We have been working toward ironing out bugs within the system.

FEBRUARY

Planning sessions are being held with the health care and Jail staff to develop detox capabilities in the Dade County Jail.

Meetings with federal authorities to develop a procedure for accepting federal prisoners.

MARCH

TASC appears to be moving as well as can be expected at this stage of development. It will probably be another 6 months before our feet are firmly on the ground.

Attached are component narratives and statistical reports.

I. Goals/Measurable Objectives/Procedures

JANUARY

Men's Jail Unit

- Now that TASC has expanded to polydrugs a decision is needed regarding the use of the Emit which at present is set up for opiates only.
- Inservice training is being set up for 1 hour per meeting 2 times a month.
- Procedure to divert TASC clients to jail treatment.
- Develop and maintain a running log of TASC accepted clients in jail but not yet in Treatment Cell.

PreTrial Intervention

- Development of procedures in identifying, qualifying and monitoring polydrug TASC cases.
- Improved field monitoring of diversion of eligible clients in community treatment.
- Refinement of communication channels between PTI, PTR, SAO and TASC.

Public Defender

- Evaluate the just initiated system and make corrections where it is needed.
- Compile all available data and place same into filing system with the objective of providing TASC with a statistical breakdown at the end of every month.

Tracking

- Plans to consolidate the new court representation system.
- Finish revision of its forms.
- Appropriate CODAP information to the collection process.
- Incorporate federal cases.

Women's Detention Center

- Since Tallahassee has turned around the decision to use inmates as interviewers and pay a stipends of 90¢ per hour to each, it became necessary to request 2 positions for the 24 hour per day 7 day a week coverage at the Women's Jail. Recruiting staff for these two positions is in progress.
- Workshops are presently being formulated.
- Recruitment of a staff person to run the TASC Treatment Cell in the W.D.C.

Men's TASC Cell

- At this time the Men's Jail is working with 2 TASC Treatment Cells and one full time staff member. With additional staff and volunteers the efficiency and the structure of these cells should be formulated.

Stockade

- The TASC Treatment Cell within the Stockade has one staff person and is formulating a system with encounter groups, recreational activity, outside educational resources, vocational training (TASC). Additional staff is necessary due to more cells being given for treatment.
- More outside speakers.
- Intensified follow-up on work and school furlough TASC clients.

Vocational Unit

- To develop and start "job readiness" seminars.
- Expand vocational assistance to clients in the Stockade and Women's Jail.
- Develop a central file and an accountability system to determine client flow on a daily basis.
- Develop night groups for clients who have been placed but need additional follow-up and counseling.
- Begin administering national vocational tests to TASC clients.

Public Information

- Publication of the first TASC newsletter will begin this month (January).
- Updating of the TASC slide show (The Miami Connection).
- General meeting and dinner being held for all TASC components and staff with guest speakers Peter Regner, LEAA Washington, and Carol Blair, LEAA Atlanta and GCCJ, Tallahassee.

FEBRUARY

Men's Jail Unit

- Interviewing of persons returning from mental hospitals and how we can assist them in the Treatment Cell.
- Inmate trustee for the TASC interview section at the jail.
- Communication between the TASC screening staff and jail staff.

PreTrial Intervention

- Continuation of developing procedures with the Tracking Unit for identifying, qualifying and monitoring poly-drug cases.
- Completion of methods of field monitoring diversion of eligible clients in community treatment.

Public Defender

- Evaluate the present system to see if it meets the needs of the program. Additions and deletions will be made where indicated. No changes presently anticipated.

Tracking

- Agreements have been worked out with Probation and Parole for TASC to assist in the Pre Sentence Investigation (PTI) process. TASC is now operating an interview center for PSI and forms are being administered there.
- Forms have been revised and shall be implemented immediately.
- The Apprehension Unit is now housed in the TASC Tracking office and forms are being developed and will be administered to all new clients who have a PreTrial hold.

Women's Detention Center

- To develop some materials to use in relation to TASC clients and potential clients, i.e., brochures on court procedures, treatment modalities and methods and explanation of TASC.
- To write a comprehensive plan of operation for TASC's in jail treatment program at the Women's Detention Center.
- Recruitment of treatment program staff as volunteers to assist in the in jail program.

Men's TASC Cell

- To start a three phase operation of the TASC Treatment Cell. Briefly it would be (1) orientation, (2) encounter, and (3) awareness. Also, we plan to start a self evaluation program where the clients in the cell do evaluations on themselves and the other TASC residents.
- We have three cells in operation at the time and plan to structure the three cells for different phases as indicated above.

Stockade

- The Stockade now has two cells operational and is growing rapidly with an anticipated third cell.

Stockade - cont'd

- Drug Rehabilitation newspaper by TASC clients in Stockade Treatment Cell.
- Step up on sensisitivity and awareness groups.

Vocational Unit

- Meetings with Community Treatment Programs to introduce them to the TASC vocational staff.
- Development of supportive groups for clients who have been placed to help them adjust to the world of work.
- Expand vocational assistance to the Women's Jail.
- Contact and set up a referral system for TASC clients and State Welfare, Catholic Welfare and Halfway Houses for ex-offenders.

Public Information & Training

- Training has begun for officers of Dade County Public Safety in awareness of TASC and the City of Miami Police Department.

Apprehension Unit

- The Apprehension Unit became a part of the TASC program on February 22, 1974 with the assignment of two officers from the Department of Corrections and Rehabilitation. The Unit is responsible for the apprehension of all clients who do not live up to the TASC agreement. The March report will reflect the success of this Unit.

MARCH

Men's Jail Unit

- The Men's Jail Interview Section seems to be functioning smoothly as well as the maintenance of such.
- Inservice training has now become a procedural thing.
- A trustee has been put in TASC Interview Section for utilization by TASC.

PreTrial Intervention

- The licensing of PreTrial Intervention as a poly-drug program will enable the addition of a large number of poly-drug abusers to the TASC system and allow a wider range of treatment possibilities for such cases. This is now in progress and will probably be completed within several months.

Tracking

- Federal System contact has been made with federal criminal justice system to utilize the services of Miami TASC. Perhaps we will see some results later in April.
- Several new forms have been developed for use in this jail, Tracking and by Research.
- Jail Detox - key issues for resolving the jail detox problem have been addressed. Development of plans are being worked on at this time. The plan is to be submitted by June 1st.

Women's Detention Center

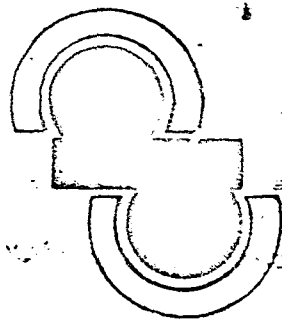
- A proposal has been submitted to develop a drug treatment program and it is now under consideration.

Public Information & Training

- TASC film - Washington has suggested and agreed to pay for, a film dealing with a story of TASC utilizing the Miami TASC as a model.
- National TASC Conference is to be held in Miami at Biscayne College the 21st, 22nd and 23rd of April. All preparations are in progress and are moving smoothly.

State Attorney's Office

- The State Attorney's Office and courts have moved to a vertical system, which means that the prosecuting attorney will enter the cases on TASC clients much earlier than before. He will, in fact, be the prosecutor through point of trial. This will enable us to begin plea negotiations very early on in the treatment of TASC clients.



COMPREHENSIVE
DRUG
PROGRAM

Program Director
L. THOMAS CARROLL, Ph.D.
Research Director
ROBERT S. WILPNER, Ph.D.

February 1, 1974

Dr. Jeffery M. Silbert
Director
Criminal Justice Planning Unit
1451 N. Bayshore Drive, 9th Floor
Miami, Florida 33132

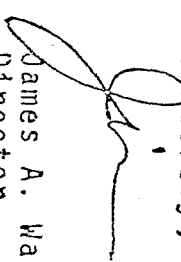
Dear Jeff:

Enclosed you will find TASC's quarterly report. I am sure you will notice what appears to be 12 quarterly reports, however, this is the result of functioning under three separate grants during this quarter.

825.33 was our initial Planning Grant, 825.57 was primarily for hiring of personnel and 825.58 was for other expenditures.

I am of the opinion that we have complied with the instructions as we understand them. Should there be any questions or need for change, please contact me.

Sincerely,


James A. Ward
Director
TASC

encl.

JAN/mb

*Quarterly
Goal - 1/5-9*

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See Measurable Objectives/Procedures	Scheduled Date of Completion	Actual Progress to Date
AREAS OF FUTURE IMPROVEMENT		
TRACKING		<ol style="list-style-type: none"> 1. Reorganization and expansion of the Transportation section. 2. Implementation of weekly random urine testing for TASC clients in community programs. (Dependent on the successful reorganization of transportation in combining Central Intake's driver and workload with the TASC force plus the arrival of equipment at the Medical Examiner's Laboratory.)
JAIL SCREENING UNIT		<ol style="list-style-type: none"> 1. Develop working guidelines with the medical clinic in the jail. 2. Divert TASC clients to treatment. 3. Secure more in-service training.
PRE-TRIAL RELEASE AND THE INTAKE DIVISION OF THE STATE ATTORNEY'S OFFICE		<ol style="list-style-type: none"> 1. Increase effectiveness of TASC Pre-trial Release interface. 2. Develop systems and procedures to make the case evaluation unit in the State Attorney's Office fully functional. 3. Establish reporting channels among Pre-trial and State Attorney's personnel dealing specifically with TASC clients.
PUBLIC DEFENDER		<ol style="list-style-type: none"> 1. Hire an attorney to deal solely with TASC clients. 2. Design a system for representing TASC clients both for trial purposes and for obtaining conditional releases at various stages of the criminal justice process.
JAIL PROGRAM		<ol style="list-style-type: none"> 1. Develop a full schedule with the volunteer community based programs to fully implement the TASC Jail Program.

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AREAS OF FUTURE IMPROVEMENT
cont'd. 2

JAIL PROGRAM cont'd.

2. Launch a major effort towards fully developing jail treatment.

STOCKADE THERAPUETIC COMMUNITY

1. Run more encounter groups and follow ups.
2. Develop activity sports and more individual counseling.

WOMEN'S DETENTION CENTER

1. Expand participation in group workshops.

VOCATIONAL UNIT

1. Interview all TASC clients referred to Central Intake.
2. Become better acquainted with cooperating drug programs, their staff and directors.
3. Coordinate social services for clients.
4. Obtain a job scanner from Florida State Employment for viewing microfilmed job openings.
5. Establish feedback procedures with the Tracking unit.
6. Develop job training in the private sector.
7. Develop job readiness seminars.
8. Meet with local union representatives to establish a working relationship.

PUBLIC INFORMATION AND TRAINING

1. Publish a TASC brochure.
2. Develop a Treatment Program Criminal Justice Newsletter.
3. Develop the hire-the-TASC-client program.
4. Distribute TASC telephone and auto stickers in all police vehicles and telephones.
5. Train in-service communication workshops.
6. Schedule video tapings for the Dade County Public Safety Department.

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QUARTERLY PROGRESS REPORT 159

Project Number 23DE04-0006 Submitter Metropolitan Dade County

825.33

Project Title Treatment Alternatives to Street Crime

Reporting Quarter (check one) 1st 2nd 3rd Other (Extension)

Name of person preparing report James A. Ward Director Title Date 12/31/73

The following format should be utilized in the preparation of quarterly progress reports:

I. PROGRESS TRACKING: List briefly the project's goals/measurable objectives/procedures which are stated in the grant application and apply to this reporting period. Opposite each of the above, list briefly actual progress made in meeting the intended goal/measurable objectives/procedures during the reporting quarter. SUBMIT THIS INFORMATION ON THE ATTACHED PROGRESS TRACKING SHEET.

II. PROGRESS NARRATIVE: Discuss the information presented in Section I in sufficient detail to present a complete picture of project activities during this quarter.
—Provide supporting data to validate reported progress. This might include booklets or other publications, statistical summaries, drawings, photographs, newspaper articles, etc.
—Describe any problems which have been encountered and state what corrective action is being taken to resolve them.

II. Progress Narrative:

Due to surplus funds remaining in the Planning Grant (825.33) TASC requested a final extension to expend all monies prior to receiving the Grant award. Tallahassee approved the extension.

During this final month, all staff was hired and all equipment was purchased according to the Planning Grant.

All of the objectives for Project Start-Up and Training have been completed and at the end of October, TASC was ready to receive and implement the Grant Award.

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I. PROGRESS TRACKING SHEET

Actual Progress to Date	All Objectives have been completed.
Scheduled Date of Completion	October 1 - 31, 1974
Goals/Measurable Objectives/Procedures	

159

Part "C" Funds
 Project Number 73DF04-0036 Subgrantee Metropolitan Dade County
825.57
 Project Title Treatment Alternatives to Street Crime

Reporting Quarter (check one) 1st 2nd 3rd Other (Extension)
James A. Ward Director 12/31/73
 Name of person preparing report Title Date

The following format should be utilized in the preparation of quarterly progress reports:

- I. PROGRESS TRACKING: List briefly the project's goals/measurable objectives/procedures which are stated in the grant application and apply to this reporting period. Opposite each of the above, list briefly actual progress made in meeting the intended goals/measurable objectives/procedures during the reporting quarter. SUBMIT THIS INFORMATION ON THE ATTACHED PROGRESS TRACKING SHEET.
- II. PROGRESS NARRATIVE: Discuss the information presented in Section I in sufficient detail to present a complete picture of project activities during this quarter.
 - Provide supporting data to validate reported progress. This might include booklets or other publications, statistical summaries, drawings, photographs, newspaper articles, etc.
 - Describe any problems which have been encountered and state what corrective action is being taken to resolve them.

II. Progress Narrative.

November - The TASC Grant was awarded and, due to one year of planning, the TASC Project "Start-Up" was implemented without complications.

The majority of positions listed in the grant were recruited, hired and trained. (Interviewers, Trackers, Transportation and the Intake Division's Counselors.)

In the Women's Detention Center, inmates were selected and trained as interviewers and began operation.

In-service training by the TASC Training Specialist began with the TASC core staff and is in progress at this time for component staff. Training has already been given to Probation and Parole, Pre-trial Release, National Institute of Mental Health members, Correctional Officers, the Miami Police Department, the Department of Vocational Rehabilitation, the State Attorney's Office, the Public Defender's Office and orientation programs with civic groups, business and industry. Additional training will be supplied for these groups as well as the Public Safety Department and judges.

The Tracking section undertook an orientation program to propagate the TASC concept among community treatment programs, negotiate tracking arrangements and brief programs which were to receive TASC clients.

December - The Vocational Unit (1 Vocational Supervisor and 1 Vocational Counselor), the Public Defender component of TASC and the Assistant State Attorney positions were recruited, hired and trained.

There are still some remaining positions to be filled and by our next reporting period, they will be filled.

CONTINUED

1 OF 2

I. PROGRESS TRACKING SHEET

Scheduled Date of Completion

Goals/Measurable Objectives/Procedures

Actual Progress to Date

November and December

The majority of TASC staff positions have been filled.
 The few remaining positions will be filled by our next reporting period.
 Training will take place, with additional training focused on the Public Safety Department.

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Part "E" Funds
 Project Number 73ED04-0011 Subgrantee Metropolitan Dade County
825.58
 Project Title Treatment Alternatives to Street Crime

Reporting Quarter (check one) 1st 2nd 3rd Other (Extension)
James A. Ward Director 12/31/73
 Name of person preparing report Title Date

The following format should be utilized in the preparation of quarterly progress reports:

- I. PROGRESS TRACKING: List briefly the project's goals/measurable objectives/procedures which are stated in the grant application and apply to this reporting period. Opposite each of the above, list briefly actual progress made in meeting the intended goals/measurable objectives/procedures during the reporting quarter. SUBMIT THIS INFORMATION ON THE ATTACHED PROGRESS TRACKING SHEET.
- II. PROGRESS NARRATIVE: Discuss the information presented in Section I in sufficient detail to present a complete picture of project activities during this quarter.
 - Provide supporting data to validate reported progress. This might include booklets or other publications, statistical summaries, drawings, photographs, newspaper articles, etc.
 - Describe any problems which have been encountered and state what corrective action is being taken to resolve them.

II. Progress Narrative.

On the 19th of November, TASC began implementation. Interviews began at the Men's Jail and Women's Detention Center identifying opiate abusers. The Interviewers were trained not only with orientation but also at the Medical Examiner's Laboratory to learn the Urinalysis (Emit) Machine. Due to a few difficulties upon removal of clients in the first few weeks of operation, we have altered our original position of attempting to remove the bulk of TASC clients at the initial bond hearings and now believe that our better risk TASC clients will come from our jail treatment program. The two staff members for the jail treatment program have divided their work into two sections. 1) The setting up and structuring of TASC cells in the Men's Jail has been accomplished, and a jail therapeutic community is in the process of being developed. 2) The Stockade therapeutic community is also being manned full time and a new counseling program to orientate and direct TASC clients has been put into effect. The Women's Detention Center has been improving its operation and participation in group workshops has increased. A urine drop is now part of the booking procedure at both jails.

Forms were revised, based on problems and statistical needs, and new forms have been implemented. Judges and Magistrates demonstrated a reluctance to release an individual to TASC unless the program was represented in the court; therefore, the Tracking and Evaluation section has represented TASC clients in court which has created a shortage of available manpower. The TASC Transportation Unit was transferred to the Tracking Unit. Integration of the multiple demands on transportation has proven to be difficult.

Statistical data for this initial phase of operation is as follows: TASC has interviewed 2,051 persons in the Dade County Jail. 568 admitted opiate addiction problems. 168 specimens of the urines sampled contained opiates.

Progress Narrative cont'd. 2

87 of the persons identified have been placed in treatment. 66 of these have been admitted to the jail treatment program. The remaining 21 have been processed via Central Intake and placed in community treatment.

Of the 21 placed in community treatment, 11 were dropped for the following reasons:

- 2 - Court dismissed charges
- 1 - Refused TASC but stayed in treatment.
- 7 - Failed in program and were returned to jail
- 1 - Rearrested on another charge

Attached you will find a Statistical Report for the week of December 24-30, 1974 which includes statistics from the first day of operation until December 30, 1973.

The Public Defender's unit has now coordinated its activities with TASC so that it might better track TASC cases through the justice system.

A liaison between Pre-trial Release and TASC has been established and a new system of coordination has been worked out between the TASC jail staff and Pre-trial Release so that Pre-trial Release is aware of TASC eligibles prior to bond hearings.

Media exposure was low-keyed during this phase; however, appearances on local television and radio stations were arranged. The radio industry responded well, with over 4 hours of programming. News articles on TASC which were not included in the last quarterly report are attached.

Liaisons with various community agencies and job developers have been established by the Vocational Unit. A job bank has been set up. Changes in this area are: 1) Interviews are now conducted at the treatment facility as well as Central Intake, and 2) Referral services have been implemented for clients needing welfare and other social services. 5 referrals have been accomplished.

Two major problem areas have yet to be resolved. Central Intake has had difficulty responding to TASC detoxification and treatment referral needs due to staffing shortages. The Medical Examiner's Laboratory has been unable to perform total full screen analysis to date, but these situations should be rectified shortly.

Project Number 73-DP-04-0006 Subgrantee Metropolitan Dade County

Project Title TREATMENT ALTERNATIVES TO STREET CRIME (T.A.S.C.)

Reporting Quarter (check one) 1st 2nd 3rd Other (Extension)

James A. Ward

Director

July - September 30, 1974

Name of person preparing report

Title

Date

The following format should be utilized in the preparation of quarterly progress reports:

- I. PROGRESS TRACKING: List briefly the project's goals/measurable objectives/procedures which are stated in the grant application and apply to this reporting period. Opposite each of the above, list briefly actual progress made in meeting the intended goals/measurable objectives/procedures during the reporting quarter. SUBMIT THIS INFORMATION ON THE ATTACHED PROGRESS TRACKING SHEET.
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 - Provide supporting data to validate reported progress. This might include booklets or other publications, statistical summaries, drawings, photographs, newspaper articles, etc.
 - Describe any problems which have been encountered and state what corrective action is being taken to resolve them.

II. Progress Narrative. During this quarter, the TASC project developed a slide presentation explaining the TASC program. The slide presentation has been distributed nationally by the President's Special Action Office for Drug Abuse Prevention (SAODAP).

TASC has moved into its permanent quarters at Centre House. Office furnishings are now ordered and awaiting delivery.

The planning grant was extended until the end of the quarter in order to maintain the core staff while lengthy administrative procedures were processing the final implementation grant.

The tracking and evaluation staff was hired and subsequently trained, and now awaits final award and start up. The interviewing staff is being recruited at the close of the quarter. The Womens jail section of the program has finished the initial groundwork and now awaits funds to begin operation.

The Director attended the first National TASC Conference sponsored by S.A.O.D.A.P. and presented a portion of the program on "The Development of Community Support for a TASC program."

I. PROGRESS TRACKING SHEET

Goals/Measurable Objectives/Procedures	Scheduled Date of Completion	Actual Progress to Date
<p>Objectives for Phase II "Start-Up and Training" are as follows:</p> <p>Hire Staff</p> <p>Train Staff</p> <p>Equipment and Facilities</p> <p>Test Procedures</p> <p>Full Operation</p>		<p>With the anticipated award of funds imminent, hiring of all employees was undertaken at the close of the quarter.</p> <p>Training has been accomplished for the Tracking Unit and the Women's Jail Unit. Other units will be trained as the staffing is completed.</p> <p>All equipment has been ordered from the planning grant. Final award will allow the remainder to be ordered. TASC has moved into its permanent quarters at the close of the report period.</p> <p>Test runs have been made of the major systems.</p> <p>Awaiting grant award.</p> <p>Contingent on receiving final award.</p>

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LETTERS OF SUPPORT

APPENDIX D

March 28, 1974

Mr. Alonso C. Mozell
814 1st Street
Miami Beach, Florida

Mr. Mozell:

I am a member of the "T.A.S.C." rehabilitation cell (3A3) here at Dade County Jail. We are a family that's asking to be heard. We are taking the initiative of changing our way of living and giving our utmost participation to "T.A.S.C."

"T.A.S.C." (Treatment Alternatives to Street Crimes) is about three to four months old and is design to give, anyone that's interested, therapeutic treatment and to prepare you for a Drug Program. This is all voluntarily and as "Drug Addicts", we are interested in enriching our personalities and liberating the repressed and inhabited parts of the body. We are learning through "T.A.S.C.", how to discover and become aware of ourselves. We are putting our sincere efforts into this program to assure its growth and we are asking for your support in helping us to grow along with it.

This cell (3A3) is incomparable to any cell in Dade County Jail. We call ourselves a "Family", because of our unity and togetherness. We are discipline to the point that there are no disturbances of any kind. Any altercations or hostile feelings, we bring it before the Family and deal with it in an "Encounter Group". We have posters of motivation to remind us as to "Why" we are here. There are no nude pictures on our walls. The cleanliness in this cell is incomparable to any other cell. For the time being, "T.A.S.C." is our home and we treat it accordingly.

Society has casted us aside as undersirables, derelicts, and unsafe. We say that we have been dead and "T.A.S.C." is our way of being born again. We are asking Society and you to recognize our plight as men who are deeply interested in a new way of life. We don't want our "Plea" for recognition to go unnoticed! We are asking for any assistance that you can give us!!

We understand that you said something concerning our program on your program, but we didn't hear it. We thought that we would give you more information and hope that you will mention us again. Also, that the doors of this cell (3A3) are always open to you !! We are doing our thing, and we would like for it to be known!

Respectfully yours,

The "Family" (3A3)

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CIRCUIT COURT
ELEVENTH JUDICIAL CIRCUIT OF FLORIDA

DAN SATIN
CIRCUIT JUDGE

May 28, 1974

METROPOLITAN JUSTICE BUILDING
1381 N. W. 12th STREET
MIAMI, FLORIDA 33125

Mr. James Ward
Comprehensive Drug Program
1400 N. W. 10th Avenue
Miami, Florida 33136

Dear Mr. Ward:

This will acknowledge receipt of your letter of May 6, 1974, and I should like to take this opportunity to congratulate you and your associates for the outstanding job that you are doing in the area of drug rehabilitation.

With my best wishes for your continued success,

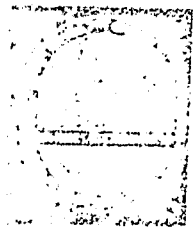
Sincerely yours,



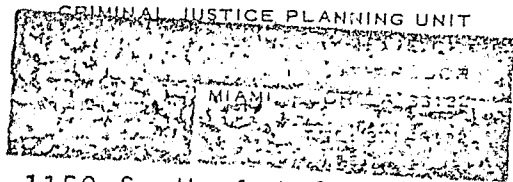
DAN SATIN

DS/bt

63



METROPOLITAN DADE COUNTY • FLORIDA



OFFICE OF COUNTY MANAGER

June 14, 1974

1150 S. W. 1st Street
Miami, Florida 33130

Mr. James Nathan Cole
Law Enforcement Science Advisor
Bureau of Criminal Justice
Planning and Assistance
Bryant Building
620 South Meridian Street
Tallahassee, Florida 32304

Dear Nat:


RE: Exemplary Project

Enclosed please find a copy of Treatment Alternatives to Street Crime (LEAA Grant 73-DF-04-0036/73-ED-04-0011) which we are forwarding to your office in order that it be considered for recommendation for Exemplary Project status.

Our staff has reviewed the Exemplary Project Recommendation Form and it appears to be properly completed. All the necessary attachments, such as a copy of the grant, quarterly reports, and project summary, have also been forwarded to your office.

I regret any inconvenience our submitting this project late may have caused you. If we can be of any further service to you in regard to this matter, please do not hesitate to contact our office.

Sincerely,


Dr. Jeffrey M. Silbert
Director

JMS:MP:kw
Enclosures
cc. Jim Ward

Gerald M. Caplan
Director, NILECJ

October 23, 1974

Peter L. Regner *PR*
Narcotics and Drug Abuse Program Coordinator
Office of Regional Operations

Miami TASC Nomination as an Exemplary Program

I have been informed that the Dade County, Florida regional planning unit has nominated the Miami Treatment Alternatives to Street Crime (TASC) project as a candidate for the Institute's Exemplary Projects Program. The nomination has reportedly received Florida SPA endorsement and is now on its way to our Atlanta office for review.

I have personally monitored and visited this project over its first year in operation and can assure you that it is the best such project in the country. Assuming the papers will arrive in Washington prior to your November 30 deadline, I strongly request that you give careful consideration to Miami TASC as an Exemplary Project. I am confident you will be as impressed with this project as I and SAODAP officials have been.

Thank you for your consideration.

cc: Paul Cascarano

TREATMENT ALTERNATIVES TO STREET CRIME (TASC):

A NATIONAL EVALUATION PROGRAM

PHASE I STUDY

Working Paper No. 2

Individual Project Reports
Volume I: Narrative Descriptions

Chapter IV. MIAMI TASC

Supported Under a Grant From

National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

August 1975

THE LAZAR INSTITUTE

WASHINGTON, D.C.

TREATMENT ALTERNATIVES TO STREET CRIME (TASC):

Individual Project Reports

Volume I (of Three Volumes)
Narrative Descriptions

Chapter IV. MIAMI TASC

Supported Under Grant No. 75 NI 99-0062

National Institute of Law Enforcement and Criminal Justice
Law Enforcement Assistance Administration
United States Department of Justice

Principal Investigator: Mary A. Toborg
Research Associate: Debra R. Levin
Co-Investigator: Raymond H. Milkman

August 1975

The Lazar Institute
1700 Pennsylvania Avenue, N.W.
Washington, D.C. 20006

EXPLANATORY NOTE

As part of a Phase I evaluation study of the Treatment Alternatives to Street Crime program, The Lazar Institute visited ten TASC projects, including the one in Miami, Florida. Results of this stage of the study have been provided to LEAA's National Institute of Law Enforcement and Criminal Justice in three volumes. The materials in those volumes which pertain to Miami TASC have been separately bound into this report, which includes:

- the introductory chapter, describing the purpose and scope of the full study;
- the narrative description of the Miami project (Chapter IV of the study); and
- the flow diagram of the Miami TASC intervention.

CHAPTER I
INTRODUCTION

As part of its National Evaluation Program, the National Institute of Law Enforcement and Criminal Justice has commissioned a series of Phase I evaluation studies. These studies assess what is currently known about a project type, what additional information could be provided through evaluation and what the cost and value would be of obtaining the additional information. In some cases Phase I assessments will be followed by Phase II evaluation studies to collect the additional information considered warranted.

Phase I assessments have six parts:

- . review of existing literature and work in progress;
- . descriptions of actual project operations;
- . development of analytical frameworks for understanding major project types;
- . determination of whether additional evaluation is needed;
- . design of an evaluation for the overall program (if necessary); and
- . design of an evaluation for an individual project (if necessary).

This three-volume report presents the results of the second stage (descriptions of project operations) of a Phase I study of the Treatment Alternatives to Street Crime (TASC) program. The TASC program evolved from observations that many drug-dependent people engaged in street crime to support their habits and were recurringly arrested, released and rearrested. To break this cycle, TASC projects were established to help channel drug-dependent arrestees into treatment, which can rehabilitate them into productive, law-abiding citizens.

PURPOSE OF PROJECT DESCRIPTIONS

The purpose of the descriptions of project operations is to ensure that the Phase I assessment includes careful consideration of the diversity or similarity of the goals and methods of intervention and of the assumptions and allocation of resources underlying those goals and strategies as reflected by actual project operations. In order to describe in narrative and flow diagram form the interrelated intervention activities of a particular project in a sample of TASC projects and to indicate what information useful to an evaluation is collected by the project, the study of project operations included structured telephone interviews with TASC project directors and site visits to a sample of projects.

The telephone interviews were conducted between the middle of April and the middle of May 1975; projects contacted had been operational (i.e., receiving clients) for at least one month as of March 1975. The earlier survey of available materials on TASC program operations and the need to select a representative sample of TASC projects for field investigation determined the kind of information requested by telephone. The hour-long interview sought information concerning:

- . stages in criminal justice processing when the TASC interventions occur;
- . TASC eligibility criteria;
- . client demographic and drug use data;
- . distribution of clients by treatment modality; and
- . project staffing pattern and expenditures.

Results of the telephone survey are summarized in the three tables on the following pages. Table 1 contains information describing the project size and expenditures. The second table presents data on the criminal justice stage at which TASC intervenes and the distribution of clients by treatment modality. Table 3 summarizes the characteristics of clients and the distribution of staff by program component. A more detailed presentation of the information obtained from the telephone interviews, comments concerning difficulties encountered in obtaining the requested data and the interview guide used appear in Volume III, "Selected Background Materials."

The information which appears in the tables is intended to be descriptive of the range of variations among TASC projects. Comparisons based on the data could be very misleading and therefore, should be avoided. For example, the cost per referral measure is a very crude descriptor. Not only may the expenditures made by a particular project support a set of activities which may be different from those performed at another project but also the number of referrals to the project may represent a different input. In some cases, projects reported as referrals only those people who had been screened into TASC through jail interviewing procedures. Other projects reported persons admitted to TASC through a variety of mechanisms, including referrals from the probation department, private attorneys and other sources in addition to people identified from jail screening activities.

Information from the telephone interviews was used to select ten projects for field investigation. These projects were selected to represent a wide range of variability among TASC project operations in all parts of the country. A project had to be at least six months old and still operational to be included. From among those projects, each one selected represented a particular geographic region. In cases where there was more than one six-month old project in a region, additional factors taken into consideration included:

Table 1. Project Size and Cost

Project	Project Size and Cost		Date Operational	Months Operational through 3/75	Cumulative Referrals through 3/75	Average referrals Per operational month	Referrals in 3/75	Active clients in 3/75	Federal funding source (current)	Cum. expenditures thru 3/75, (in thousands)	Cost per referral, cumulative to 3/75 (in thousands)	Expenditures in 3/75 (in thousands)	Cost per referral in 3/75
	Project Size	Cost											
Alameda County			1/74	15	1019	68	73	277	LEAA	\$1453 ¹	\$1343 ²	\$42 ¹	NA
Albuquerque			3/74	14 ³	359 ³	26	28 ⁴	136 ⁴	LEAA	106	320	8	NA
Austin			11/73	18 ³	292 ³	16	13 ⁴	201 ⁴	LEAA	96 ³	330 ³	18 ⁴	\$1392 ^{4,5}
Baltimore			9/73	20 ³	551 ^{3,6}	28	77	178	LEAA Impact	86 ⁶	181 ²	17	214
Birmingham			10/73	19 ³	559 ³	32	33 ⁴	221 ⁴	NIDA	818 ³	1365 ³	18 ⁴	530 ⁴
Boston - A			4/74	15 ⁷	210 ⁷	14	19 ⁸	133 ⁸	NIDA	598	323 ^{2,7}	27 ²	1421
Boston - J			2/75	2	206	103	85	205	NIDA	460 ³	1553 ²	140 ⁹	359 ⁹
Camden County			1/75	3	92	31	18	90	LEAA	28	301	13	695
Cincinnati			1/74	16 ³	498 ³	31	31 ⁴	180 ⁴	NIDA	466 ³	935 ³	20	NA
Cleveland			3/73	28 ⁷	1203 ⁷	43	30 ⁸	229 ⁸	NIDA	1300 ⁷	1081 ⁷	62 ⁸	2055 ⁸
Compton			3/75	1	26	26	26	25	LEAA	35	1354	35	1354
Dayton			9/73	19	251	13	9	74	LEAA	412	1643	13	1444
Denver			1/74	15	374 ¹⁰	25	87	74	LEAA Impact	810 ³	NA	32 ⁴	NA
Detroit			1/75	4 ³	307 ³	77	142 ⁴	34 ⁴	LEAA	100	606	22 ¹¹	NA
Indianapolis			4/73	26 ¹	437 ¹	17	16 ¹	128 ¹	LEAA	579 ¹	1324 ¹	18 ¹	1131 ¹
Kansas City			11/73	18 ³	489 ³	27	45	205 ⁴	LEAA	1091 ³	2231	15	330
Marin County			7/73	23 ¹	777 ¹	34	42 ¹	101 ¹	LEAA NIDA	335 ⁷	410 ⁷	16 ⁸	388 ²
Miami			11/73	20 ⁷	2680 ⁷	134	118 ⁸	537 ⁴	LEAA	762 ⁷	284 ⁷	40 ⁸	339 ⁸
Newark			12/74	4	163	41	32	114 ²	LEAA Impact	545	3344	29	906
New York			1/73	27	185	7	11	70	NIDA	438 ¹	2122 ^{2,3}	22 ¹	NA
Philadelphia			12/72	29 ³	2374 ³	82	152 ¹	858 ¹	LEAA	1429 ³	602 ³	123 ¹	809 ¹
Richmond			7/74	10 ³	211 ³	21	29 ⁴	115 ⁴	NIDA	245 ³	1161 ³	16 ⁴	551 ⁴

FOOTNOTES FOR TABLE 1

1. As of May 1975.
2. Estimated.
3. Through April 1975.
4. To April 1975.
5. Reflects increased urinalysis expense.
6. First 12 months of operation not included.
7. Through June 1975.
8. For June 1975.
9. For average month.
10. For period beginning December 1974.
11. For February 1975.

Footnotes are on the following page.

Table 2. Criminal Justice System Interventions and Treatment Referrals
(In Percentages)

Project	CJS and Treatment Referrals									
	Pre-trial diversion	Pre-trial, other	Post-trial	Other CJS	Residential drug free community	Residential drug free jail	Outpatient drug free	Methadone	Other (e.g., intake, detoxification)	
Alameda County	4%	23%	48%	24% ¹	78% ²	0%	20% ²	2% ²	0%	
Albuquerque	0	61	24	15 ³	5	7	18	62	8	
Austin	0	3	97	0	4	8	74	13	0	
Baltimore	0	100	0	0	0	0	0	25	75	
Birmingham	-- 77 --	23	1		7	0	91	0	2	
Boston - A	-- 61 --	40	0		49	26	19	0	6	
Boston - J	NA ⁴	NA	NA	NA	NA ⁴	NA	NA	NA	NA	
Camden County	64	0	36	0	23	0	75	1	1	
Cincinnati	0	62	37	0	7	0	56	13	25	
Cleveland	---23---	20	57 ⁵		20 ⁶	0	<u>7</u>	71	10	
Compton	57	43	0	0	58	0	0	17	25	
Dayton	1	60	40	0	2	0	77	5	14	
Denver	10	3	85	2	45 ⁶	0	<u>7</u>	50	4	
Detroit	0	22	0	78 ⁸	38	0	44	17	1	
Indianapolis	---45---	54	0		55 ⁶	0	<u>7</u>	33	13	
Kansas City	38	0	61	2	0	0	100	0	0	
Marin County	46	5	49	0	74 ⁶	0 ⁹	<u>7</u>	5	21	
Miami	6	77 ¹⁰	17	0	20	21	52	--8----		
Newark	NA ¹¹	NA	NA	NA	1	0	90	9	0	
New York	100	0	0	0	21	0	36	42	1	
Philadelphia	--41---	59	0		24	0	29	40	7	
Richmond	0	82	16	1	26 ⁶	19	<u>7</u>	20	35	

FOOTNOTES FOR TABLE 2

1. Pre- or post-trial status unknown.
2. Estimated.
3. Readmissions.
4. Boston TASC-J identifies juveniles in danger of becoming delinquent and refers them to one of the programs supported with TASC funds, including five youth advocate agencies, several demonstration projects and other programs reimbursed on a fee-for-service basis. For more detailed information, see Boston TASC-J summary in Volume III.
5. Transfers referred from clinics. May or may not be criminally involved.
6. Includes outpatient drug free.
7. Included with residential drug free.
8. Represents people arrested and released from criminal justice system.
9. Project reports 6 to 11 persons attending jail study groups. Unclear whether they are considered clients.
10. Includes all jailed clients, both pre- and post-trial.
11. Not available at time of interview. Project is primarily pre-trial.

Table 3. Client Characteristics and Staff Data

Project	Client Characteristics and Staff Data											
	Percent black	Percent male	Average age	Percent primarily abusing heroin	Average pre-TASC arrests	Total staff	Percent screening	Percent intake	Percent tracking	Percent management	Staff-client ratio	
Alameda County	63%	78%	27 ¹	88%	NA	25	36%	20%	12%	24%	8% ³	1:11
Albuquerque	2 ³	85	27	95	NA	8	37	0	38 ⁴	25	0	1:17
Austin	37	80	NA ⁵	NA	NA	20	40 ⁶	40	5	15	0	1:10
Baltimore	98	97	22	NA	4+	13	23 ⁶	15	31 ⁴	23	8 ⁷	1:14
Birmingham	34	87	NA ⁸	28	NA	16	44	0	25	NA	31 ⁹	1:14
Boston - A	50+	50+	22	NA	2-4	17	29	---24---		41	6 ¹⁰	1:8
Boston - J	37	42	15	NA	NA	14	NA ¹¹	NA	NA	NA	NA	1:15
Camden County	NA	NA	NA	NA	NA	18	22 ⁶	0	22	33	22 ¹²	1:5
Cincinnati	60	81	NA	68	NA	15	27 ¹³	---47---		20	7 ¹⁴	1:12
Cleveland	71	80	NA	80	NA	11	18 ⁶	0	18	18	45 ¹⁵	1:21
Compton	50	80	23	NA	NA	24	21	8	33	13	25 ¹⁶	1:1
Dayton	60	80	22	60	3 yr.	10	40	---20---		20 ¹⁷	20 ¹⁸	1:7
Denver	38	72	27	NA	NA	24	---46---		21 ⁴	33	0	1:3
Detroit	90	70	22	85	NA	27	19 ⁶	0	7	15	59 ¹⁹	1:1
Indianapolis	54	71	25	53	7	17	35	---18---		4	24 ²⁰	1:8
Kansas City	35	85	23	30	12	11	---36---		27	36	0	1:19
Marin County	NA	NA	NA	NA	NA	10	NA ²¹	NA	NA	NA	NA	1:10
Miami	55+	82+	NA	82	NA	40	25	0	20 ⁴	10	45 ²²	1:13
Newark	95	75	24	85	NA	32	---31 ⁶ ---		22	47 ²³	1:4	
New York	52	77	NA ²⁴	99	4	6	50 ²⁵	0	26/	50	0	1:12
Philadelphia	45	NA	27	NA	NA	14	21	0	36	29	14 ²⁷	1:61
Richmond	72	81	NA ²⁸	83	NA	21	38	19	19 ⁴	14	10 ²⁹	1:5

FOOTNOTES FOR TABLE 3

1. Estimated.
2. Lawyer and secretary in District Attorney's office.
3. Clients are 90% Chicano.
4. Includes research and evaluation.
5. 62% of clients are between 22 and 29 years old.
6. Includes urinalysis.
7. Public information component.
8. 60% of clients are under 21 years old.
9. Escort and management.
10. Escort.
11. Boston TASC-J is an administrative unit supervising the operations of several agencies to which TASC-J clients are referred.
12. Escort and court liaison.
13. Includes program and court liaisons.
14. Data analyst.
15. Court liaison and information analysis.
16. Compliance, escort, research/evaluation and deputy district attorney.
17. Includes tracking manager, who is also TASC Coordinator.
18. Includes clerical.
19. Outreach workers, court liaison, case aides and evaluation/research.
20. Court liaison and probation officers.
21. Personnel are not assigned to components, since many positions combine more than one TASC function.
22. Apprehension, vocational rehabilitation, jail treatment, escort and public information.

Footnotes are on the following page.

- 23. Includes career developers.
- 24. 75% of clients are between 21 and 30 years old.
- 25. Includes tracking.
- 26. Included with screening.
- 27. Compliance.
- 28. 66% of clients are between 21 and 29 years old.
- 29. Court liaison and probation officer.

- Is the TASC project located in a city with an LEAA High Impact Anti-Crime program?
- Has the project been visited by the System Sciences, Inc., TASC evaluation team?
- Does the average age, criminality or principal drug of abuse characterize a project's clients as substantially different from the clients at projects already selected?
- Does a particular stage of criminal justice processing or the variety of stages when the TASC intervention occurs make a project distinctive?

The ten projects selected for field work were Richmond, Cincinnati, Miami, Denver, Indianapolis, Marin County (California), Dayton, Alameda County (California), Kansas City (Missouri), and Birmingham. Field work was conducted between the middle of May and the middle of June, usually by a two-member team on site for two days.

The first of the two days was spent interviewing TASC staff members. The team spent the morning questioning the project director about the specific TASC activities as they interfaced with criminal justice processing and as they related to each other. Also discussed were the director's ideas about appropriate evaluation measures for TASC. During the afternoon the team divided to talk to the various staff members performing the screening, diagnostic, court liaison, evaluation and tracking functions.

The second day was spent exploring the TASC relationships with parts of the criminal justice system and with treatment programs. Usually, interviews were conducted with at least one judge, the district attorney, representatives of the probation and parole departments and the directors of several major treatment programs within the area. In some places public defenders, corrections officials, and criminal justice or drug abuse planners were also contacted. These interviews focused on understanding TASC's impact on the criminal justice system, treatment programs and the community. They also covered evaluation considerations, including identification of possible comparison groups which might be appropriate for TASC clients.

Information collected during the site visits appears on a project-by-project basis in the narrative descriptions which follow these introductory remarks and in the flow diagrams which comprise the second volume of this report. Not only did the site visits provide a depth of detail about each project; taken as a whole, the site visit process provided information about the diversity and similarity of TASC projects and general impressions concerning project strengths and weaknesses.

One of the most noticeable differences among projects was the way particular terms were used. In the descriptions of TASC projects the terms were standardized as much as possible. Words which were likely to create confusion and required clarification included:

Diversion: At some TASC projects "diversion" was used to refer to any strategy which represented an alternative to conventional criminal processing. Unless otherwise indicated, in the program narratives which follow, "diversion" refers only to pre-trial diversion, a post-arraignment process in which an individual agrees to participate in a program during which time prosecution is held in abeyance. Successful program completion in the specified time period results in the dropping of the criminal case (and possibly, expungement of the record); failure in the program prompts resumption of prosecution.

Pre-trial: Some projects called the program "pre-trial" if identification and diagnosis occurred prior to trial but placement in treatment occurred after a finding of guilt. Other projects used the same term to describe the complete TASC process from identification through placement in treatment when it all occurred prior to adjudication. The TASC intervention description of each project narrative reflects the distinction made above, since different measurements and assumptions may be appropriate to each strategy.

Client: At some projects the status "client" referred to arrestees who signed a consent to urinalysis and were found to be drug-dependent. "Client" elsewhere may apply to those identified and diagnosed for later placement in treatment. Or it may describe only those individuals released by the criminal justice system for diagnosis. At some projects only those persons placed in TASC-assigned treatment are referred to as "clients." Project narratives identify when drug-dependent persons become TASC clients.

Intake: At some projects intake is used as a synonym for TASC admission procedures used as a part of the initial screening interview, or for a particular treatment program's admission procedures used upon receiving any new client. The project narratives and flow diagrams use intake to refer to the interview and in some cases, diagnostic work, performed in preparation of a TASC treatment recommendation.

To the extent possible, criminal justice terminology which was particular to a jurisdiction and which did not cause confusion about TASC was used in the project narratives and flow diagrams.

TASC projects varied, too, along a spectrum of active to passive in their relations with the criminal justice system and with treatment programs. Projects characterized as active had screeners working closely with the jail staff or solicited the advice and support of judges on an individual basis. Projects which were passive perceived the criminal justice system as a constraint: the system controlled the level of referrals to TASC for services and TASC was powerless to produce changes. Similarly, TASC projects ranged from active to passive with respect to treatment programs.

Those which were active had trackers who monitored the services provided TASC clients, promoted improved accuracy in treatment program records, and involved themselves in resolving client conflicts at treatment programs. Active diagnostic units acknowledged a project's indirect power over treatment programs by channeling TASC clients away from those with inadequate services or low retention rates. Projects adopting a passive approach toward treatment had less direct contact with the program staff and TASC clients.

The decision-making process in the determination of who was TASC-eligible differed from project to project. In some cases, the screeners examined the booking list at lock-up to learn arrestees' current charges and only approached for interview those charged with property crimes commonly associated with drug abuse. At another project a prosecutor's approval might be a prerequisite for TASC processing or the arraignment judge's bail decision be required. TASC projects varied considerably, too, in the ability to articulate the eligibility criteria used by the project and the extent to which the TASC determination of eligibility was contingent upon criminal justice decision-making.

Decision-making in another area was sometimes vague. The diagnostic decision to refer a TASC client to a particular treatment modality or a specific program was often based on different factors, depending on the project. In some places the location of a clinic and the client's preference of modality was emphasized. In other cities a psychologist's assessment of a client's strengths and weaknesses or the lack of alternatives became the basis of a treatment recommendation. Often it was difficult for the project to state with precision the basis for treatment referrals.

Staff training, program analysis and overall management were other aspects in which projects demonstrated variations in quality. At some projects staff were given on-the-job training and an orientation to overall TASC project operations. Some projects regularly analyzed data on client flows and losses through TASC and costs of particular TASC activities. Checks of the effectiveness of project components (i.e., screening) were regular features of project operations elsewhere. Many projects, however, did not regularly either gather information necessary for such analyses or analyze the information.

ORGANIZATION OF REPORT

Volume I, "Project Narratives," contains descriptions of the projects visited during the second part of the Phase I study. Ten chapters in the first volume of this report follow. Each chapter describes one of the ten cities visited: it contains introductory material, an intervention description, a discussion of possible evaluation measures and appropriate appendices of supporting material.

Volume II, "Flow Diagrams," contains ten flow charts to complement the narrative descriptions of intervention activities in Volume I. The

program narratives and flow diagrams are bound separately so that the reader can use the two formats simultaneously, if desired.

Volume III, "Selected Background Material," contains summaries of the information obtained from each of the projects contacted by telephone only, comments concerning difficulties encountered in obtaining the requested data, the telephone interview guide and the interview guides used during the site visits.

CHAPTER IV

MIAMI TASC

INTRODUCTION

The Miami Treatment Alternatives to Street Crime (TASC) program is designed to identify drug-abusing arrestees and divert them to either jail treatment or one of the Miami community's drug treatment programs. Clients may be referred to treatment prior to or after disposition of the charges against them. As of April 30, 1975, 82 percent of all persons admitted to TASC had come through one of several pre-trial processes, while 18 percent had been referred post-trial.

Pre-trial routes clients may pursue in entering the TASC program include:

- through the court-administered Pre-Trial Release Program (PTR);
- through the court-administered Pre-Trial Intervention Program (PTI); and
- through court-ordered release to TASC custody.

Clients entering TASC may be channeled to either community-based or jail treatment. TASC had processed 987 persons through intake to community-based treatment programs as of April 30, 1975, including 54 during April. These clients have been screened into the program by TASC screeners located primarily at the Miami City Jail and appeared at the Central Intake Unit for a diagnosis of their treatment needs. The programs' clients are largely black males between the ages of 21 and 30, and a great majority have been heroin abusers.

Much of the treatment of TASC clients is conducted by TASC personnel within the Dade County Jail. As of April 30, 1975, 1120 clients had been in jail treatment, with 119 participating at that point in time. This jail treatment is entirely drug-free, and considered as a separate modality, treats 21% of all TASC clients in treatment.

The objectives of the Miami TASC program, according to the director, are to identify drug-abusing arrestees, and to screen the proper clients to the appropriate treatment modality. The overall goals of the program are deemed to be:

- reducing of the burden on the criminal justice system;
- decreasing of the criminal behavior of TASC clients;

- maximizing of length of time in treatment; and
- changing the behavior of TASC clients.

Additional goals are: increasing community involvement in the corrections process, developing the functioning of TASC as a catalytic agent between the criminal justice and drug treatment communities, and legitimizing the relationship between drug abuse and crime.

The Miami TASC program became operational on November 19, 1973. A \$50,000 planning grant had been awarded a year earlier, which allowed time for planning and the establishment of community support. The TASC director conducted a large community awareness campaign during this period with Miami community leaders, judges, the police, and the probation and parole department. This campaign, called "The Miami Connection," encouraged community input and involvement in the planning of TASC program operations.

When TASC's \$50,000 planning grant expired, a grant of \$585,702 was awarded on November 1, 1973, by the Law Enforcement Assistance Administration. TASC was later extended at the same amount for a second year, although money was substantially shifted within that allocation, especially to add support for the jail treatment unit. TASC received \$60,538 in local matching funds and \$154,647 in county in-kind contributions for the first grant and a similar amount for the extension period. TASC falls under the administrative supervision of the Comprehensive Drug Program (CDP) which coordinates all treatment activities in Dade County. The CDP is a branch of the Addiction Treatment Agency (ATA), part of the Human Services Administration in the County Manager's Office.

PROJECT ORGANIZATION

The Miami TASC project has five major operational components:

- screening,
- intake,
- tracking, evaluation and research,
- vocational rehabilitation, and
- jail treatment.

Intake of TASC clients eligible for community-based treatment is performed by the Central Intake Unit (CIU), which performs the same function for all of Dade County's drug treatment programs. The CIU is funded under a staffing and service grant from the National Institute of Mental Health (NIMH). No financial arrangement exists between the CIU and TASC.

Evaluation and research is done in conjunction with the Comprehensive Drug Program's research and evaluation unit. As with the Central Intake Unit, TASC does not have a specific contract with this unit. The relationship is a symbiotic one: TASC provides researchers located at the University of Miami operating under several research grants with data and they provide TASC with analyses of that data.

Other activities a part of the TASC program are overall management and administration, escort and apprehension units, legal services, and a public information officer. The escort and apprehension units are operated on a cost reimbursement basis. The two men from the Corrections and Rehabilitation Department who form the apprehension unit are contracted to TASC and have their salaries paid through inter-departmental voucher. However, Corrections provides these men with training, firearms, and an automobile, and may enforce disciplinary procedures against them.

Legal services are also provided TASC clients on a contractual basis. TASC pays one attorney a retainer fee of \$16,000 a year. He represents TASC at court appearances of all TASC clients and participates in all negotiations with probation and parole representatives.

The distribution of staff and funds by component is shown in the accompanying table.

Screening

The TASC screening unit is located at Miami's central booking and holding facility, where arrestees from all 28 municipalities and unincorporated areas in Dade County are processed. The screening unit is integrated into the regular booking system, and it operates 24 hours each day, seven days a week. The official booking log is used to ensure that all potential TASC clients are interviewed. All names in the log must either be checked as interviewed, or reasons for their not being interviewed must be recorded.

There are a number of reasons why some arrestees may not be seen: some bond out very quickly; some bond out at the police station and never reach the jail; some are seriously injured or have a physical problem and are transferred immediately to receive health care; others are deemed to have psychological problems and are transferred to a "safety cell" very quickly. There are of course many arrestees whose charge essentially screens them out: those charged with violent crimes, multi-offenders, drinking misdemeanants; fugitives from out of state; traffic violators; military prisoners. TASC's screening process has recently become more selective. In the past TASC screeners vigorously recruited clients, attempting to convince them to volunteer for the program. The approach taken now, however, places more of a persuasive burden on the potential client. Interviewees now must convince TASC screeners why they should participate in the TASC program. According to the screening unit director, TASC interviews approximately 900 of every 2,000 clients who reach the back booking desk at the jail.

Urinalysis is not conducted as a routine part of the screening process. It is currently being de-emphasized because the cost of screening all applicants was prohibitive. TASC now believes that interviews and self-admissions will be sufficient to identify TASC-eligible clients. However, mass urinalysis screens are still conducted once per week, on random days, as part of the ongoing epidemiology study conducted by TASC and the Addiction Treatment Agency's research and evaluation unit. The results of these screenings are also used to check the success of TASC screeners in interviewing all potential TASC clients.

Component	Current Staff		Budget		Expenditures Percent
	No.	Percent	Amount	%	
Screening	10	25%	\$124,000	26%	25%
Tracking,* Evaluation and Research	8	20	80,000	17	17
Jail Treatment	9	22	109,000	22	23
Vocational Rehabilitation	4	10	60,000	12	12
Other:					
Apprehension	2	5	27,000	6	6
Escort	2	5	16,000	3	3
Public Information	1	3	17,000	4	4
Administration	4	10	50,000	10	10
SUBTOTAL	40%	100%	483,000	100%	100%
Other Funds**	-	-	167,000		
TOTAL	40%	100%	650,000		

Source: Miami TASC.

*Includes two people stationed at Central Intake Unit.

**Includes funds allocated for: contractual services (urinalysis, attorney); indirect costs; travel; equipment; and fringe.

Intake

The function of intake is to conduct examinations and interviews to assess each client's potential and suitability for the different modalities of treatment available. All potential TASC clients who may enter community-based treatment (rather than remain in jail treatment) must be processed through central intake. All those arrestees released for community treatment must meet the Pre-Trial Release Acceptance criteria: non-violent crime, non-multi-offender, and sufficient evidence of community ties.

The Central Intake Unit (CIU), to which TASC refers its potential community-based treatment clients, is operated by the Miami Comprehensive Drug Program. It serves all drug treatment program clients in Dade County. According to the director of the CIU, 20-25 percent of all clients processed there are TASC clients.

The final step in the intake process is referral of the client to the appropriate treatment program. This referral is usually made by the CIU interviewer, but the referral is then reviewed by two TASC staff members co-located at the CIU. They then arrange for the client's transportation to the treatment program for its normal intake procedures.

Tracking, Evaluation and Research

The tracking unit is responsible for closely monitoring client progress in treatment through daily contact with treatment program staff. As of April 30, 1975, the unit was tracking 537 TASC clients. If a client leaves treatment, it is the tracker's duty to attempt to contact the client and arrange an evaluation meeting between the client, his treatment program counselor, the TASC tracker, the head of the TASC tracking unit, a CIU representative, and any probation officer who might be involved. The tracking unit is also responsible for keeping track of all client court appearances and relaying this information to the client's treatment program.

Tracking of a client continues until termination for any reason--when the client leaves a treatment program successfully or unsuccessfully or when the criminal justice hold on the client ends, even though he may remain in the same treatment program.

Evaluation and research is conducted by TASC in conjunction with Addiction Treatment Agency's research unit. That unit has designed interview forms which are administered to potential TASC clients as part of the screening process. Data collected on this TASC jail epidemiology questionnaire is used in various research and evaluation activities.

Vocational Rehabilitation

The vocational rehabilitation unit is designed to serve the vocational needs of all TASC clients who are deemed ready for such services. Vocational services of all types are provided, either directly or by referral, including assessment, testing, work orientation, educational training, skills training, job development, and placement. The unit has developed relationships with numerous county, State, city and private schools and agencies in the Miami area.

Jail Treatment

The Jail Treatment Unit devises treatment plans for all TASC clients who are either detained in jail awaiting trial or already sentenced. This unit encompasses space for TASC clients at the Dade County Jail, the Women's Detention Center, the Stockade (which holds clients whose sentences range up to one year), and the North Dade Regional Correctional Center. In addition to performing actual treatment services, drug-free, the unit brings community drug treatment staff into the jails to counsel prisoners and motivate them to enter community-based treatment programs when and if they are released.

Other TASC Staff

The apprehension unit is activated when a TASC client who has escaped or left treatment, or refused re-entry into the criminal justice system, must be searched for and found. The two staff members are actual Corrections and Rehabilitation Department officers with arrest powers. The escort unit takes clients from their bond hearing to the Central Intake Unit for diagnosis and referral to an appropriate treatment program, and then to the treatment program itself.

The Public Information and Training Coordinator is responsible for staff training and education of the community about the TASC project. TASC offers the services of this person to the general community, including area treatment programs.

Facilities

TASC staff are located at the following facilities:

- the central administrative headquarters;
- the screening units at the Dade County Jail;
- the Central Intake Unit; and

jail treatment units:

- Dade County Jail
- Women's Detention Center

- Stockade (minimum security)
- North Dade County Detention Center.

INTERVENTION DESCRIPTION

Miami TASC is designed to intervene in the regular criminal justice process by identifying eligible drug-abusing arrestees, performing diagnostic intake services, referring clients to treatment, and monitoring their progress during the course of treatment. The flow of people and information through the Miami TASC system is depicted in the flow diagrams section of the report. The following discussion describes the Miami TASC project in greater detail.

Initial identification of drug abusers may occur during the normal booking process at the Dade County Jail or at the North Dade County Detention Center. Clients may also be referred to TASC through the Pre-Trial Intervention Program or the Pre-Trial Release Program. After trial, clients may also be probated with the condition that they participate in TASC, or probated and then merely referred to TASC. On rare occasions, persons who have not been identified as drug abusers earlier in the criminal justice process may volunteer for TASC at the post-trial stage.

Most of the initial screening for TASC is conducted at the jail screening unit, which is integrated into the regular booking procedure. TASC's screening unit is located near the back booking desk in the jail. Those arrestees not charged with a felony or serious misdemeanor, but arrested on charges like public drunkenness, loitering, and traffic violations are sent to the front booking desk. They have no contact with the TASC screeners.

Those arrestees processed at the back booking desk are regularly routed to the TASC screeners, who conduct preliminary interviews to identify drug abusers interested in TASC. According to the screening unit director, urines are taken on those who volunteer. The interview usually lasts 15-20 minutes. The screener explains the TASC program and if the client then refuses the program (or refuses to give a urine sample) contact is terminated. Otherwise, the screener asks the arrestee for a brief drug abuse history, while attempting to assess his physical, psychological and social characteristics. The jail interview form denotes: whether the arrestee refused an interview; race; drug of abuse; extent of present use; whether the arrestee refused or volunteered for TASC; the urine reading; and the interviewee's jail number. Persons then determined not a drug abuser eligible for TASC are excused. If eligible based on drug abuse history, the person is asked to sign a consent to TASC participation and limited waiver of confidentiality form. Signature authorizes or represents:

- release by TASC and the treatment program of information indicating success or failure in treatment or violation of conditions of release from confinement;

- release of all arrest and offense reports and records to TASC;
- waiver of a speedy trial if prosecution is deferred;
- waiver of immediate sentencing if judgment or sentencing is deferred;
- performance of comprehensive diagnostic evaluation by the staff at the Central Intake Unit.

If the interviewee refuses to sign these forms, the interview is terminated. The person is also asked to sign a drug study consent form authorizing confidential release of urinalysis results and information on a Comprehensive Drug Program study questionnaire for the Comprehensive Drug Program's epidemiology study. The forms the interviewee signs include the names of people to whom the information may be released. According to the screening unit director, all categories are always checked off. At the conclusion of the interview, after a client has volunteered for TASC, the jail interviewer fills out a TASC Volunteer Information Form, which lists: first year of opiate abuse; employment status; date of birth; attorney; date of arrest; charges; whether the person has a detoxification problem; whether he signed each form; whether a urine report was made; and his jail number.

Immediately before the bond hearing, arrestees are interviewed by court-administered agents to determine eligibility for the Pre-Trial Release (PTR) Program. This program essentially determines which persons are eligible for release on recognizance (ROR). The PTR Program acts as a bonding agent, although no money actually changes hands. Bond hearings are held three times daily, once each Saturday and Sunday. A TASC representative appears at the bond hearing and informs the presiding judge of those clients which TASC wishes to take. The TASC screener may have decided not to take some clients who volunteered because he viewed them as bad treatment risks. Other clients who volunteered may be judged appropriate for jail treatment, but not community based treatment.

The results of the bond hearing can vary: the judge may bond a person conditional on TASC participation; he may bond someone out with no conditions; or the client may be unable to make bond. According to the TASC tracking unit director, those persons eligible for TASC and the Pre-Trial Release Program used to be bonded to the joint custody of PTR and TASC, but now TASC gets sole custody of these individuals. TASC statistics indicate that at the bond hearings, approximately half the TASC clients are released and half are detained.

Those drug-abusing clients who have volunteered for TASC and cannot make bond or those deemed appropriate by TASC screeners for jail treatment are referred to one of the TASC jail treatment units. Those clients referred to a jail treatment unit of course do not go through the Central

Intake Unit. All treatment in the jail units is of a drug-free nature. Clients first undergo detoxification, assisted by valium, in cells apart from the regular TASC treatment cells. After detoxification is completed, all clients are held in designated TASC cells. There they receive individual and group counseling. The jail units are operated as therapeutic communities, with each inmate responsible for certain duties. The TASC tracking unit keeps records on all clients in jail treatment, including notations when clients change cells. Tracking is also responsible for keeping aware of these clients' court appearances.

A TASC attorney appears as *amicus curiae*, or friend of the court, at all court appearances. This attorney is a member of the firm of Pertnoy, Spaet, and Greenberg. The firm also represents clients for the Comprehensive Drug Program. It is paid for its services by TASC on an annual retainer basis. However, it never personally represents TASC clients in court.

TASC's jail treatment clients will of course be terminated if they are found not guilty at trial. If convicted, they may be sentenced to the stockade treatment cells, a minimum security facility for people serving sentences of one year or less. They may also be probated to TASC to continue receiving treatment. In this instance, the probated person will undergo diagnosis at the Central Intake Unit and enter community-based treatment.

Sentencing decisions made by judges are based on pre-sentence reports prepared by the State Attorney's Office. These reports reflect information contained in letters TASC sends the Attorney's office describing the convicted person's progress while in TASC jail treatment.

In addition to getting clients at the bond hearing stage, TASC may also pick up clients after the preliminary hearing-arraignment stage. It is at this point that TASC officially picks up clients who have been processed into the Pre-Trial Intervention Program. Those people eligible for the Pre-Trial Intervention Program (PTI) are first offenders, misdemeanants or third-degree felons who are 18-25 years old and who have obtained the consent of the arresting officer, the prosecutor, the defense lawyer, and the victim. Potential PTI enrollees are interviewed by court-administered persons, who send letters to the State Attorney whenever a PTI recommendation will be made to the judge. Prosecution is abated and the client signs a waiver of speedy trial. The client remains in treatment 3-6 months, at which time the prosecutor may ask the court to *nolle prosequere*, or drop, the case. However, if the client is re-arrested within two years, the state may re-file the original charge.

TASC and the PTI Program often identify the same arrestees. TASC screeners now refer some persons to PTI interviewers if they believe they are appropriate for the PTI Program. According to TASC staff, PTI now has the status of a licensed drug abuse treatment program for

minor drug abusers (e.g., marijuana and pills). Like TASC, PTI is a strictly voluntary program. Clients may participate in both TASC and PTI simultaneously, or just PTI. However, it is unlikely that a minor drug abuser will participate in TASC without also being in PTI, since TASC's drug treatment referral sources are largely for abusers of heavier drugs.

A person officially becomes a TASC client when TASC takes custody of him, whether at bond hearing, at the jail, or at arraignment. The tracking unit becomes involved at this point with those clients released to TASC. At that point, clients deemed appropriate for community-based treatment are accompanied to the Central Intake Unit (CIU) by TASC's two escort drivers in order to prevent client "loss" at this stage. On occasions where the CIU cannot see a TASC client immediately after release, the client may: be held in a TASC treatment cell at the jail temporarily; be escorted to a TASC temporary holding unit (part of a residential treatment program's facility); or, in rare instances, released and told to appear at the Central Intake Unit for an interview at a specific time. If a client refuses to go through CIU or does not appear for the scheduled interview, the client is terminated and the court is notified to resume legal processing.

Two TASC staff members are stationed at the CIU, and they first interview all TASC clients who are referred there. All TASC clients carry a comprehensive identification information form to the CIU. After the initial interview, clients undergo standard intake procedures performed by CIU staff. Clients complete the regular interview, undergo urinalysis, a medical examination and psychological testing. The CIU staff, together with the TASC staff located there, and the client, decide on the treatment program to which the client will be referred. All CIU processing is attempted to be completed within one day. If this is not possible, a person is "held" overnight at a treatment program or released to go home and brought back by the escort unit to finish the processing the next morning.

TASC refers clients to many Miami area treatment programs, which offer a wide range of modalities, e.g., residential drug free, outpatient drug free, methadone maintenance, and detoxification. As of April 30, 1975, there were 418 TASC clients in community-based treatment programs. There were 31 clients in methadone maintenance programs, 281 in outpatient drug-free treatment, 106 in residential drug-free programs, and none in detoxification programs.

After an appropriate referral to one of the community programs is decided upon, the TASC staff members at the Central Intake Unit make arrangements with the treatment program and ensure that the client is transported there. The client goes through the program's regular intake and diagnosis procedures to determine the specific treatment regimen.

Copies of all client information forms developed by TASC are provided to the treatment program staff. Treatment given to TASC clients is the same as that given any other client in that program.

If the treatment program deems the client not suitable, or if the client himself is not comfortable with the program, the client is escorted back to the TASC holding facility pending referral to another treatment program. Again, CIU and TASC staff members would decide on an alternate referral. If the client is found not compatible with the second treatment program selected, an inquiry is conducted by the TASC tracking unit and a report is prepared and submitted to the TASC director. A Client Evaluation Committee then convenes to decide on an appropriate course of action. At the conference are the head of tracking, the client's treatment program counselor, the client, and perhaps a vocational rehabilitation counselor. They may decide not to take any disciplinary action and transfer the client to a third treatment program or they may decide to return the client to the criminal justice system. This Client Evaluation Committee may be convened at other times when TASC cannot decide how to deal with a client.

If a client and the treatment program are compatible, the regular treatment program regimen is begun. At this point, TASC's tracking unit becomes extremely important. Trackers know to which programs clients have been referred from log sheets which the CIU returns to TASC headquarters daily. Tracking will have a file on each client already established since the jail screener will have forwarded each of his interview forms to tracking. Once a client is referred to a program, a tracker records this information, along with any information gathered during the CIU intake process, e.g., address, charges, and court appearance dates. Following actual referral, tracking calls each program every morning to stay aware of client status, and a tracker tries to visit each program a minimum of once a week.

Tracking gathers both aggregate data on adds, drops, transfers, by program or modality, for monthly reports, and data on individual clients who are having or causing difficulties or who may be ready for graduation from the treatment program. If minor problems arise, tracking attempts to resolve them by meeting with the client, the individual treatment counselor, and the treatment program director.

If a client leaves treatment, the tracker attempts to contact the client and arrange a Client Evaluation Committee meeting. If the client cannot be located and returned to treatment, TASC will ask that an arrest warrant be issued. At that point, the apprehension unit looks for the client and makes the arrest.

Tracking is also responsible for seeing that clients' court appearances are kept. A "court appearance file" is maintained, developed from information received from the client, the treatment program, or the court clerk's office, and listing all client court appearances. This information is transmitted to the treatment programs, which are expected to provide a summary report of the client's progress in treatment. These reports, forwarded back to the tracking unit, are then relayed to the attorney who

appears as amicus curiae, or friend of the court, in all court appearances. This TASC attorney then transfers the information to the client's personal attorney and appears in court ready to support TASC recommendations. Because the TASC attorney also represents Comprehensive Drug Program clients under a separate contract with the CDP, the retainer TASC pays him covers his services for community-based treatment clients only until those clients reach the Central Intake Unit.

One aspect of "treatment" carried on by TASC is vocational rehabilitation through its own vocational rehabilitation (VR) unit, whose main objective is to try to provide the client with a marketable skill. When a treatment program counselor deems a TASC client ready for some form of vocational assistance he sends the client to the VR unit. If the interviewer there, after a vocational assessment, feels the client is not yet ready, he sends the client back to the treatment program with the assessment information collected in case the treatment program wishes to use it.

The first step at the VR unit is the client's filling out the comprehensive VR application, which asks for a variety of questions concerned with: work history, family relationships, educational background, vocational interests, and skills. Tracking will have provided the VR counselor with information on the client's drug and legal history.

The vocational rehabilitation counselor is particularly interested in whether the client may be eligible for some type of benefit, such as VA benefits or welfare. The VR counselor tries to take care of any conditions which may interfere with vocational planning, whether it be day care for children or transportation. The counselor reviews every answer with the client and also checks back with past counselors the client may have had at previous vocational programs and the current treatment counselor. As a result of this interview, the VR counselor writes up an initial vocational assessment of the client. He also encourages the client to take a General Aptitude Test Battery Examination and the California Opportunity Preference Survey. After the client takes these tests on a second day, the VR counselor discusses the results in the context of the client's vocational interests.

On a third day, the counselor writes up the client's vocational plan, asks the client to review the Occupational Outlook Handbook on file in the VR office, and together they review the client's choices based on all background material. The counselor discovers if the client needs any kind of maintenance and tries to determine how long the client will remain in a program. Based on this and all the other information, the counselor will, together with the client, pick an appropriate program. If the client lacks educational training necessary for his vocational field or professes interest in continuing education, the VR counselor attempts to place the client in a local school.

As an important aspect of the VR process, the client must sign a formal contract with the VR unit. This contract lists the client's name,

social security number, age, years of education, treatment program, treatment stage, and vocational objective. It describes the actions the client has agreed to take to reach that objective, and states that if the client does not perform all obligations enumerated in the contract, such noncompliance may result in: temporary suspension or permanent revocation from TASC vocational services, termination from TASC, or retardation of progress toward graduation and/or completion of the treatment program. The client and the TASC vocational counselor sign the contract. The client also signs a waiver of confidentiality so that the VR counselor may use any appropriate information to place the client in training or a job.

For those clients who are placed in a training program of any type, progress report forms are sent to their instructors or supervisors. These forms describe the client's experience in training, including: regularity of attendance, rate of progress, quality of work, cooperation in training, difficulties encountered, grades received, time necessary to complete program, and recommendations for improving performance. These progress reports are then sent back to the client's TASC vocational counselor.

Any VR client who desires and is ready for job placement, must first attend a two-week job orientation course conducted by the VR supervisor. This course instructs the client in resume writing, how to take an interview, and how to make an appointment. The VR unit receives information from the Florida Employment Commission (FEC) regarding the listings in the FEC Job Bank. However, the actual contacting of employers is done by the client's TASC VR counselor. According to the VR director, 80 percent of the clients who have been through the job orientation course have gotten jobs. For working clients, job supervisors fill out monthly work progress reports measuring: the client's attendance; quality of work; ability to follow instructions; and difficulties on the job. In addition, the supervisor records recommendations for how the client can improve work performance.

This unit is constantly in contact with tracking. While clients are in training or working, VR counselors do their own monitoring but all information is passed on to the tracking unit. If a client quits a training program or job, the VR unit usually finds out quickly from the client's treatment program or employer. If this occurs, the client has violated the previously signed written contract and the VR unit terminates its involvement. In addition, clients are deemed to be unsuccessful if they: fail to keep three consecutive pre-arranged job interview appointments; have been terminated on three consecutive jobs in spite of the VR counselor's efforts to solve vocational problems; or, have had three unexcused absences from a training program.

If TASC has to drop a client while the client is in training because the criminal justice hold has ended, the TASC VR unit attempts to secure some financial aid for the client from any possible source.

All the time a client is being served by the TASC vocational rehabilitation unit, association with the treatment program is maintained. Because the client is thus still in the community-based treatment setting, tracking regularly monitors the client's progress. Tracking of TASC clients continues until termination occurs for any reason: a client leaving treatment against advice; return to the criminal justice system; rearrest; release from the criminal justice system hold; transfer to another jurisdiction; transfer for medical or psychiatric treatment; escape; or "success," which is defined as successful completion of treatment.

At the point of successful completion of treatment, clients may have their cases dismissed or may have adjudication indefinitely suspended if they have been in the Pre-Trial Intervention Program. In both cases, their involvement with TASC is terminated. TASC clients may go to trial, be found guilty, and be probated to TASC. If acquitted, they are released and TASC responsibilities end.

If a client is already on probation, at the conclusion of successful participation in a treatment program, the client's success is reported to the appropriate probation officer. This officer will usually recommend to the court that the period of probation be ended at that time. The possibility of shortened probation provides an added incentive to clients for successfully completing treatment.

POSSIBLE EVALUATION MEASURES

Several types of evaluation measures could be developed for the Miami TASC project, including:

- flow measures, including TASC's effectiveness in identifying all potentially eligible clients and offering them treatment as well as retention measures at various stages of TASC processing;
- client outcome measures, including development of comparison groups of people who did not receive TASC's services but who are otherwise similar to TASC clients;
- cost measures, such as the unit cost of providing various services, the cost of achieving certain changes in clients' rehabilitation levels, or the TASC cost compared with alternative ways of dealing with TASC clients (i.e., by normal criminal justice system processing); and
- measures of TASC's relationships with, and impact on, the surrounding community, particularly the criminal justice system and treatment programs.

The Comprehensive Drug Program's research and evaluation unit, which analyzes data gathered by TASC screeners during screening interviews, is currently undertaking some of these types of evaluation efforts. Data collected is divided into five sections and used to:

- examine the social and demographic characteristics of the arrested population;
- examine the extent of drug abuse in the arrested population;
- examine the types of drugs used by TASC jail treatment cell admissions compared to the drugs used by the remainder of the arrested population;
- compare the social and demographic characteristics of regular alcohol users, drug users, and non-drug users in the arrested population;
- compare the social and demographic characteristics of TASC jail treatment cell clients to other drug users and non-drug users in the arrested population.

The questionnaires completed in screening are transmitted to coders, who code the information to data forms, to keypunchers, and to programmers. The computers then machine edit the data as a major check, and results are reviewed by a research assistant who then transfers them to a principal investigator.

Flow Measures

Table 1 indicates the client flow data which are available for the Miami TASC project. As shown, the major gaps in the flow data are for the categories related to the incidence of drug abuse among arrestees; and the reasons why clients drop out at various stages of the process. The former information is available only during the periods when TASC is conducting mass urinalysis screens.

A variety of measures can be developed using flow information. These measurements concern the thoroughness of TASC screening, the extent to which judges follow TASC recommendations, the relationship between the screening and referral efforts, the performance of clients depending on their legal status and the continuity of treatment.

One important flow indicator of TASC's impact is whether it contacts all potentially eligible clients. Since the screening unit does operate 24 hours-a-day, it is possible to determine whether all charge-eligible arrestees are being identified by TASC staff. According to TASC's screening unit director, TASC receives xeroxed copies of the official police booking

Table 1
Summary of Client Flow Information

Item: number of	Data Available	
	Yes	No
Arrests	X	
Drug abusers		X*
Drug abusers eligible for TASC		X**
Eligibles interviewed by TASC	X**	
Eligibles not interviewed by TASC by reason	X**	
Arrestees bonded to TASC by release status	X	
Eligible drug abusers not bonded to TASC by reason	X	X
TASC clients reaching Intake by referral source or release status	X	
TASC clients not reaching Intake by referral source or release status	X	
TASC clients not reaching Intake by reason for failure to show	X	
TASC clients not completing Intake by reason	X	
TASC clients not completing Intake by referral source or release status	X	
TASC clients referred to treatment by modality	X	
TASC clients appearing at treatment by modality	X	
TASC clients appearing at treatment by referral source or release status	X	
TASC clients not appearing at treatment by modality	X	
TASC clients not appearing at treatment by referral source or release status	X	
TASC clients not appearing at treatment by reason for failure to show		X
TASC clients in treatment at point in time	X	
by length of time	X	
by modality	X	
by referral source or release status	X	
TASC clients leaving treatment by reason	X	X
by modality	X	
by program	X	
by referral source or release status	X	

* Data available only during period when mass urinalysis screen is conducted at county lock-up.

**Data is available on the number of persons eligible by type of charge, but not in terms of total drug use eligibles.

log. Each person interviewed is checked off. TASC screeners attempt to trace and interview everyone who is missed. However, if an arrestee cannot be interviewed, that too is supposed to be checked off, as well as the reason for the interview's not occurring. Screeners also check those arrestees whom they do not want to talk to, with a reason for that decision. The screening unit director compares check-offs on the booking log to a TASC interviewing log to make sure the two correspond. Thus, screeners missing many TASC-eligible clients can be easily identified in this way.

Another type of measure based on client flow information concerns the extent to which judges follow the TASC program's recommendations. The measurement can be made for pre-trial recommendations, post-trial suggestions and on a judge-by-judge basis. A measure of judges' reliance on TASC recommendations can be based on one of two comparisons: (a) the number of arrestees recommended for pre-trial release to (b) the number actually released to TASC; or (a) the number of guilty defendants TASC recommends for probation to (b) the number actually probated. In similar fashion, a measure of each judge's willingness to use TASC can be calculated.

Flow data can be developed to compare the number of individuals interviewed to the number of persons placed in treatment. However there may be problems interpreting this ratio at one point in time and for a single project, since there is no a priori expected value and since the comparison is affected by factors which may be considered to be outside TASC's control (i.e., the ease with which the local criminal justice system can release clients to TASC for treatment placement).

The strengths of the inducements or threats offered by the criminal justice - TASC interface can be measured with flow data from several stages in TASC processing and for individuals with differing legal statuses.

Another measure based on flow information indicates to what extent TASC provides continuity of treatment for clients through various stages of criminal justice processing. The flows for a TASC cohort identified by its members' need for pre- and post-trial treatment can be traced to determine the percent of the cohort members receiving pre- and post-trial treatment and to determine the reasons why the other members did not receive continuous services through TASC.

Retention in treatment and completion of all TASC conditions could also be considered flow measures of interest.

Client Outcome

An assessment of client outcome is to some extent an assessment of the effectiveness of treatment as well as effectiveness of TASC. It is difficult to tell whether a client in community-based treatment fails due to a poor referral by TASC, poor treatment by the treatment program or for

some other reason. However, judgments of TASC's impact must include consideration of whether TASC clients experience long-run rehabilitation or whether any improvement in their behavior during the period of TASC tracking is merely a temporary phenomenon.

TASC does have control over clients in jail treatment. However, the argument can be made that TASC has little control over community-based treatment programs, since it does not fund them, and therefore should not be held responsible for failures of treatment. The counter-argument can also be made that a great referral system will have little impact, and therefore should not be supported, if the available treatment is inadequate. Moreover, although TASC cannot exert funding pressure on treatment programs, it can exert some influence through its power to channel client referrals to programs responsive to its needs.

Although data are available for such client outcome measures as arrest rate, drug use and employment during the period of TASC tracking, no such data are readily available for later time periods. Most treatment programs probably have such data only for the time a client remained in treatment and have little information on post-treatment progress.

A follow-up study of TASC clients could be initiated to obtain data through personal interviews with former clients, but this is likely to be an expensive process. Researchers would like to conduct a follow-up study on TASC clients, but do not currently have the resources necessary for such an effort. Obtaining follow-up data from existing records would be a much cheaper process, if appropriate records existed and access to them could be obtained. One possibility would be to focus follow-up analysis on rearrest rates, which could probably be obtained through the local criminal justice system. To obtain complete information may require the meshing of three separate sets of records:

- police records on arrests;
- court records on the disposition of cases; and
- probation records on progress while under probation supervision.

In addition to the possible problem that these records may be incomplete or otherwise of poor quality, the records would probably not indicate any criminal activity which occurred outside the Miami area. Also, of course, the records would not indicate any criminal activity which did not result in an arrest. Such information might be obtained through properly structured interviews with former TASC clients.

An additional consideration in analyzing the long-run outcomes of TASC clients is assessment of their probable outcomes in the absence of TASC intervention. Such assessment requires development of comparison groups of people who are similar in many ways to TASC clients but who did not participate in TASC. Possible comparison groups for Miami TASC include:

- people with drug abuse problems who are on probation but not in TASC;
- treatment program clients who are under criminal justice system pressure but are not in TASC;
- people processed by the criminal justice system before the TASC project began who would have been eligible for TASC had it existed; and
- detained or convicted persons who have been involved with drugs but are not participating in TASC.

There are conceptual and practical limitations to the use of each of these comparison groups. One conceptual problem is that people are not in TASC for a variety of reasons, and these reasons may themselves affect their rehabilitation. For example, people who rejected TASC may be less motivated than TASC clients; or they may have had relatively light charges and felt they had little to gain in court from TASC participation. Other reasons may or may not affect rehabilitation; some drug abusers are not referred to TASC because their current charge makes them ineligible. An additional problem is presented by selection of a comparison group from the pre-TASC period--i.e., the passage of time itself has changed the environment within which rehabilitation occurs. Changes in law enforcement efforts, in the local drug situation or in other areas may have affected rehabilitation rates more than the presence or absence of TASC.

The major practical problems center around identification of the specific individuals who would comprise these comparison groups, as well as the quality and accessibility of existing records. The usefulness of treatment program records to identify clients under criminal justice system pressure is limited. Probation records will not systematically record whether a probationer has a drug abuse problem and limiting the comparison group only to people with drug charges would in turn limit the group's comparability to TASC clients. Individual probation officers could be polled about current or past clients with drug problems, but this would be a haphazard way to define the group, particularly since turnover within probation departments tends to be high. Similar problems arise in determination of drug-dependent arrestees for the pre-TASC period.

Cost Measures

Both cost-efficiency and cost-effectiveness measures could probably be derived, if adequate time were allocated to the problem, for measuring Miami TASC. Unit costs of services, cost per client screened, cost per client referred to treatment, etc., could be calculated, as well as the cost of achieving various levels of improved client outcomes (if appropriate client outcome data were developed). However, the fact that some services (e.g., Central Intake Unit, evaluation) are not included in the TASC budget complicates cost analysis.

Community Relationships and Impact

Because of the great emphasis Miami TASC placed on establishing good community relationships, it is appropriate to measure those relationships and TASC's impact on Miami's criminal justice system.

One measure of impact is the costs TASC has saved the criminal justice system. This could be looked at in terms of: reduced days of incarceration; the decrease in the number of jury trials; a client's time in court before and after TASC involvement began; and, arrest costs based on the number of yearly arrests TASC clients averaged before their involvement in the program as compared to the number after TASC involvement. In addition, the reduction of tension within the county jail can be looked at as an impact of TASC. Corrections officers admit that tensions are much lower within TASC treatment cells than elsewhere in the jail, and they would like to extend this concept to other specific populations.

TASC has placed great emphasis on its role of acting as a catalytic agent in the community corrections process, in view of the fact that the police are arresting more persons, the court dockets are crowded, and the caseloads of probation officers are very heavy. One measure of TASC's ability to act as such a catalytic agent was suggested: the number of people out of the total TASC has asked for who have been processed from the criminal justice system into treatment. This was mentioned as a possible measure since such referrals cannot be made without the cooperation of all three systems involved (courts, corrections and rehabilitation, drug treatment). This figure could also serve as a flow-measure for the Miami TASC project.

Another approach to measuring impact would be to develop data on the way drug-abusing arrestees were processed before TASC came into existence. Questions of interest would include:

- To what extent were drug-abusing arrestees probated to treatment?
- Did such probation rely on a limited number of the available drug treatment programs?
- What were the rehabilitation outcomes of the drug-abusing arrestees?

Identifying a group of drug-abusing arrestees from the pre-TASC period and determining their outcomes would, as discussed earlier in the section on "Client Outcome," require resolution of a number of problems. The closest approximation to the group desired would probably be arrestees charged with drug crimes. In theory at least, these cases could be identified from arrest records, tracked through court records for the court disposition and, for those probated, tracked through probation records for rehabilitation progress while on probation.

APPENDIX A TASC Project Summary

I. Introduction

Program Name: Miami TASC

Address: 1400 N.W. 10th Avenue
Miami, Fla. 33136 (305)

Director: Mr. David Pickens Telephone 324-1040

Date Operational: November, 1973

II. Client Data

A. Program Size

Cumulative Referrals <u>11/73</u> through <u>6/75</u>	2,680
Referrals, month of <u>6/75</u>	134
Active clients, month of <u>4/75</u>	537

B. Client Characteristics

	Jail Treatment	Community-Based Treatment
White	36 %	45 %
Black	64	55 %
Other races	0	0 %
Male	88	82 %
Female	12	18 %
Under	NA*	35 %
Over 31	NA	8 %
Between 21 & 30	NA	57 %
Heroin abusers	82%	82 %
Average number of pre-TASC arrests	NA	NA

*Not available at time of telephone interview.

C. Distribution of Clients by Type of First TASC Intervention

Pre-trial diversion	6 %
Pre-trial release	24
Pre-trial treatment while in detention	53*
Post-trial probation	12
Post-trial treatment while incarcerated	*
Post-trial parole	5
Other (_____)	
Total (2,276 **clients)	100%

*Clients receiving TASC jail treatment both pre- and post-trial.

**Referrals through March 1975.

D. Distribution of Clients by Treatment Modality

Residential drug-free:	%
Community-based	
Jail	20
Outpatient drug-free	21
Outpatient drug-free	52
Methadone maintenance	}
Detoxification	
Other (_____)	8
Total (537 clients)	100%

E. Current Charges*

Possession of drugs	%
Possession with intent to sell	
Larceny	
Shoplifting	
Forgery	
Burglary	
Assault	
Stolen property	
Auto theft	
Other	
Total	%

*Not requested at time of site visit.

III. Funding Data

A. Budget Summary

Source	Budget Amount	Start Date	End Date
LEAA	\$582,000	Jan. 16, 1975	Jan. 15, 1976
local match	65,000	Jan. 16, 1975	Jan. 15, 1976
LEAA	\$585,702	Nov. 1973	Jan. 15, 1975
local match			
Dade County	60,537	Nov. 1973	Jan. 15, 1975
LEAA	51,109	Nov. 1972	Oct. 1973

B. Expenditures

Cumulative, through June 1975	\$762,000
For month of June 1975	\$ 40,000

IV. Staff Data

A. Summary

Authorized positions, as of <u>5/75</u>	41.
Filled positions, as of <u>5/75</u>	40
Professional person-years, through _____	*
Turnover rate for period <u>1/74</u> through <u>1/75</u>	17**%

*Not requested

**Director's estimate.

B. Distribution by Component

Component*	Filled Positions	Vacancies
Screening	10	1
Tracking/Research	8	0
Apprehension	2	0
Vocational Rehabilitation	4	0
Jail Treatment	9	0
Other (admin., escort, public information)	<u>7</u>	<u>0</u>
Total	40	1

*Intake, although an integral part of the TASC process, is performed by the Addiction Treatment Agency's Central Intake Unit. Two TASC Tracking staff are stationed there.

V. Client Flow Data (through April 1975)

	Number
Screened	20,422
Volunteers for TASC	2,929
Reaching intake	*
Now in intake	*
Reaching treatment	*
Completing treatment	52
Now in treatment	537

*Not requested at time of site visit.

CITY OF MIAMI AND DADE COUNTY
TREATMENT ALTERNATIVE TO STREET CRIME
Miami, Florida

Summary of a Validation Study Conducted for the Office of Technology Transfer, National Institute of Law Enforcement and Criminal Justice

January, 1975

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30726

This report was prepared for the National Institute in support of the program's application for Exemplary Project status. LEAA's Exemplary Projects Program is a systematic method of identifying outstanding criminal justice programs throughout the country, verifying their achievements and publicizing them widely. The goal: to encourage widespread use of advanced criminal justice practices.

Though the project described here did not receive an exemplary designation, it was considered a worthwhile effort that should be brought to the attention of criminal justice planners and program administrators in other communities. Since the report describes the project at the time of the validation study, it may not reflect current program policies, procedures or results.

The distribution of selected validation reports is part of the National Institute's effort to share information on specific program developments and to highlight important issues in program operation and evaluation.

Project Title: City of Miami and Dade County Treatment Alternative to Street Crime

Project Start Date: November, 1973

Date of On-Site Review: January, 1975

Approximate Annual Operating Costs: \$800,000

Funding Agency: Bureau of Criminal Justice Planning and Assistance
Tallahassee, Florida
(also, LEAA)

Type of Program: Drug Treatment

Grant # 73-ED-04-0011; LEAA #73-DF-04-0036

Contact: Mr. David Pickens
1400 N.W. 10th Avenue
10th Floor
Miami, Florida 33136

Project Summary

The Miami Treatment Alternatives to Street Crime (TASC) program is part of a national effort designed to identify drug-abusing arrestees and divert them to either jail treatment or community drug-treatment programs. Miami TASC accepts clients who can be grouped under one of the following three categories:

- a. Those eligible for the Dade County (Miami) Pretrial Intervention (PTI) program (first offenders; misdemeanors and third-degree felons; 17-25 year olds; consent of arresting officer and/or victim). These clients are released on co-custody agreements to TASC and PTI at the preliminary hearing stage. They go into community treatment.
- b. Those not eligible for withholding of case filing and PTI (certain first offenders or those with minimal prior records; persons deemed by the D.A. as improper candidates for probation; consent of victim and/or arresting officer). These defendants may go either into TASC custody and then to community treatment or into a TASC jail treatment unit. These clients are also identified at the pre-trial stage.
- c. Those defendants falling neither under (a) nor (b) whose cases are submitted to the Assistant State Attorney's Office. In these cases, TASC forwards its recommendations to the court hoping for mitigation of sentence and/or of a sentence mandating participation in the TASC program, either in the community under Probation supervision or in one of the TASC jail facilities.

The majority of clients admitted to TASC are pre-trial referrals, while a small number are referred post-trial.

The Miami TASC project has five major operational components:

1. Screening. The TASC Screening Unit is located at Miami's central booking and holding facility, where all arrestees in Dade County are processed. The screening unit is integrated into the booking procedure and operates 24 hours per day, seven days a week. TASC interviews approximately 900 of every 2,000 arrestees.*
(There are a number of reasons why all arrestees are not interviewed including: bonding out at the police station, serious health problems, and alcoholic or violent crime charges.)
2. Intake. Potential TASC clients eligible for community-based treatment are examined and referred by the Central Intake Unit (CIU), operated by the Miami Comprehensive Drug Program. Referrals are made by CIU interviewers and reviewed by TASC staff located at CIU.
3. Tracking, Evaluation and Research. The Tracking Unit is responsible for monitoring the progress of clients in treatment. Client tracking is maintained through daily contact with treatment program staff until termination. The TASC Tracking Unit insures that a client appears for court appearances, and that information on the client's treatment progress is available to the client's attorney. In addition, a TASC lawyer appears in an amicus curiae role at all court appearances of TASC clients. Evaluation and research is conducted by TASC in conjunction with the Research Department of the Division of Addiction Sciences of the University of Miami.
4. Vocational Rehabilitation. The Vocational Rehabilitation Unit is designed to serve the vocational needs of TASC clients who are deemed ready for such services. Vocational services of all types are provided, either directly or by referral.
5. Jail Treatment. The Jail Treatment Unit devises treatment plans for all TASC clients who are either detained in jail awaiting trial or already sentenced. The unit also brings community drug treatment staff into the jails to counsel and encourage prisoners to enter community-based treatment programs when released.**

*Figures used in this report are from "Treatment Alternatives to Street Crime (TASC): A National Evaluation Program, Phase I Study," The Lazar Institute, Washington, DC. August, 1975.

**As of April 30, 1975 (TASC began operation in November 1973), TASC had treated 1,120 clients in jail treatment and processed 987 persons through intake to community-based treatment programs.

TASC is under the administrative supervision of the Comprehensive Drug Program (CDP) which coordinates all treatment programs in Dade County. CDP is under the Addiction Treatment Agency which is a component of a larger organization in the County Manager's Office. The program is administered by a director, two deputies and a secretary. The administrative unit oversee and directs the activities of the operational units.

Potential Conceptual Problems

In assessing the TASC effort, the reviewers identified some potential problems with Miami TASC that seem to be common to most addict diversion programs. These include potential incursions on clients' civil liberties associated with the flow of information between TASC and the courts; and the risk that the presence of jail treatment cells may frustrate the diversionary aim of TASC. In Miami, only 11.1% of the clients who have been in jail treatment cells have subsequently entered community treatment programs. Although this introduces some cause for concern, rejecting the concept of jail treatment on the grounds that its availability might lead to its misuse would continue to deny treatment to jail populations.

Major Project Strengths

- The project's jail treatment unit. The statements of clients and others all strongly supported the site team's impression that this was a very well-run and well-designed unit.
- The project's vocational unit. The approach to addressing the vocational needs of their notably difficult to place clients seemed quite effective.
- A smoothly operating tracking unit. This functions very thoroughly with a system of checks on data and information coordination all the more remarkable in view of the fact that the system is not computerized.
- The project's credibility. The information provided by TASC and the opinions based on that information are highly respected in the courts.
- Screening organization. The degree to which TASC has integrated itself into the booking process is outstanding.
- Miami TASC provides a greater range of client services than most TASC projects. Counseling of jailed clients and vocational rehabilitation assistance for released clients are conducted to a much greater extent than elsewhere.

Project Weaknesses

- Follow-up data are unavailable on TASC clients, making judgements regarding project impact on clients and cost effectiveness of the TASC concept impossible. No information is maintained that would permit a comparison between TASC and non-TASC clients with respect to their progress through the criminal justice system or post-dispositional outcomes. However, the absence of follow-up data on TASC clients is not unique to the Miami project. The expense of conducting follow-up studies, and the difficulties involved in identifying appropriate comparison groups, have to date precluded all TASC projects from completing such analyses.
- The size and complexity of Miami TASC may hinder its ability to satisfy the Exemplary Project criterion of replicability, since other areas may be unable to provide the resources and skills necessary to run a project on the scale of Miami TASC. On the other hand, Miami TASC provides the full range of components from which smaller projects could select specific services to replicate locally.
- A TASC project in an area where other groups were less responsive to the TASC concept would probably experience more developmental problems than did the Miami TASC. TASC operations must necessarily be conditioned by the surrounding criminal justice system and by treatment program environments. The Miami experience does provide a replicable procedure for dealing with such factors, since an early activity of the project was to explain its proposed operations and solicit support for them from a variety of groups.

END

7/25/1960