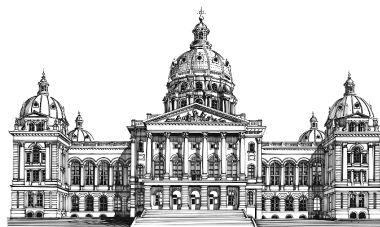

Iowa Legislative Fiscal Bureau

Dennis Prouty
(515) 281-5279
FAX 281-8451



State Capitol
Des Moines, IA 50319
November 15, 1993

Treatment Alternatives To Street Crime (TASC)

ISSUE

Expiration of federal funding for the TASC Programs.

AFFECTED AGENCIES

Department of Corrections (DOC)
Community-Based Corrections (CBC)
Department of Public Health
District Courts

CODE AUTHORITY

Sections 904.103, 905.6, 905.7, and 905.10, Code of Iowa

BACKGROUND

The TASC Program is based on a systems linkage model. It is a program that bridges the Criminal Justice System and the Substance-Abuse Treatment System to insure a client receives coordinated treatment from both systems. The Program provides additional supervision and structure through close monitoring and facilitates communication among the probation/parole officer, the substance abuse treatment staff, and the client's family and employer. TASC staff on request by the Courts will provide pretrial or presentence substance-abuse assessments to more quickly move the offender into treatment.

The TASC Program targets younger, nonviolent, high-risk, drug-involved offenders. It diverts these offenders from more restrictive and more expensive incarceration. This type of offender has a high failure rate on probation and parole because of substance abuse and/or antisocial and criminal behavior. The DOC has indicated that under regular treatment and normal probation and parole, most of these offenders fail both treatment and probation or parole. They are subsequently processed through the Criminal Justice System again. The TASC Program attempts to interrupt the cycle of addiction, criminality, arrest, prosecution, conviction, incarceration, release, readdiction, recriminality, and rearrest.

A TASC Program has been established in each of the 8 CBC Districts and is available statewide. While programs vary depending on the treatment services available locally, all eight programs adhere to the federal program guidelines.

A TASC Program has 4 steps:

- **Identification.** The probation/parole officer identifies the candidate for the program based on his or her history as a substance abuser or by a "dirty" urine analysis.
- **Assessment.** The offender is evaluated to determine the types of treatment that are needed.
- **Referral.** The offender is matched to the most appropriate treatment intervention available in the community.
- **Case Management/Monitoring.** The TASC clients are closely monitored to structure their behavior throughout treatment and for 6 months after treatment, to provide for detection of relapse into substance abuse behaviors, and for deterrence. Monitoring includes frequent face-to-face contacts, collateral contacts with family members, employers, treatment specialists, and the probation/parole officer. The frequent drug testing (urine analysis) makes it very likely that substance use will be detected soon after a relapse, permitting intervention before he or she falls back into old behavior patterns and repeats criminal behaviors.

The TASC Program helps the client to succeed within both the Criminal Justice System and the Substance-Abuse Treatment System. The Criminal Justice System is made up of law enforcement, the courts, and corrections. It focuses primarily on legal sanctions, community safety, and punishment of violators. The Substance-Abuse Treatment System focuses on changing individual behavior through therapeutic relationships and reduction of personal suffering. Treatment services are located in the community and are usually provided through private nonprofit organizations funded by the Department of Public Health, grants, fees, and only occasionally insurance.

The TASC Liaison plays a critical role in bridging the 2 Systems and helping the offender succeed in treatment and on probation or parole. In addition to the TASC Liaison, the offender has a probation/parole officer to monitor his or her compliance with the probation/parole agreement and 1 or more treatment specialists. The main functions of the TASC Liaison are: (a) to provide close communication among the client's treatment specialist, probation/parole officer, family, employers, and other relevant persons; (b) provide external structure preventing relapse; (c) maintain impulse control; and (d) give additional supervision.

The TASC Liaison has a maximum of 40 clients and has frequent contacts with each client during the first month of the program. As the client succeeds and moves through the program, the monitoring is relaxed allowing the client to demonstrate greater self control.

Treatment takes a variety of forms. It can be outpatient counseling sessions with an individual counselor, evening group-counseling meetings, intensive all-day counseling programs in which the client goes home at night, pretreatment counseling to break down resistance, residential facility programs, halfway house programs, education, detoxification, aftercare, mental health counseling, and further assessment and counseling.

CURRENT SITUATION

The Governor's Alliance on Substance Abuse (GASA) coordinates the federal Drug Control and Systems Improvement Grants. The grants are available for up to 4 years and have a 25.0% State match requirement. The DOC received an initial grant of \$400,000 for the TASC Program in FY 1991, followed by \$490,199 in FY 1992, \$548,661 in FY 1993, and \$552,901 in FY 1994. The DOC is requesting full funding of the Program from the General Fund for FY 1995, indicating that no other funding source is available.

Data to assess the Program are not readily available. In FY 1993, 3,622 offenders were referred to the TASC Program for assessment. Of these, 3,346 were identified as needing services. The Program closed 2,641 cases in FY 1993. Ninety-two percent of the closed cases were discharged without revocation, incarceration, or absconding, and 56.0% were discharged for successfully completing all treatment and aftercare recommendations. The DOC commented that many of the individuals who failed to follow all treatment recommendations still succeeded under the continued probation/parole monitoring. The Department attributes this, in part, to the deterrence and structure provided by the TASC Program.

The TASC Program budgeted \$365 per client in FY 1994. This level of funding pays for:

- A comprehensive assessment by qualified staff.
- Referral to the most appropriate treatment.
- Admission to treatment 1 to 2 months earlier than without TASC assistance,
- 4 months of increased supervision.
- 20 face-to-face and collateral (family, employer, etc.) contacts.
- 7 drug tests.
- Continuous communication between the probation/parole officer and substance-abuse treatment staff.
- Relapse prevention counseling after treatment is completed.

ALTERNATIVES

The only funding source the DOC has identified to continue the program is the General Fund. If this is the case, the Legislature will face 3 choices for FY 1995:

1. The Legislature could increase Program funding to replace the discontinued federal funding.
2. The Legislature could shift funding from the prisons and CBC operating budgets to pay for the Program.
3. The Program could be discontinued.

The Department has not had funding to evaluate the TASC Program. If the Program is to become permanent, the Legislature may want to have the Program fully evaluated to determine how successful it is at breaking the cycle of criminal behavior and substance abuse, how successful it is relative to alternative programs, and how cost-effective it is compared to alternatives.

BUDGET IMPACT

The DOC is requesting \$772,016 from the General Fund for FY 1995.

STAFF CONTACT: Dwayne Ferguson (Ext. 16561)