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KINGS COUNTY DISTRICT ATTORNEY'S

DRUG TREATMENT ALTERNATIVE-TO-PRISON PROGRAM
(DTAP)

TREATMENT VS. INCARCERATION COST COMPARISON

May 3, 1993

INTRODUCTION

May 3, 1993

This analysis compares the costs of providing community-based residential drug treatment through the Kings County District Attorney's DTAP program to 100 drug offenders with the costs of incarceration for these same 100 had the program not been available.

DTAP projected savings fall into two categories: incarceration costs vs. treatment costs and social costs¹ before vs. one year after residential treatment. The cost comparisons provided are based on 100 defendants accepted in one year with a 60 percent retention rate. (This 60% retention rate is the probability of a DTAP admission remaining in the program for 15 months. It has been calculated with actual DTAP data, taking into account staggered admission dates.) The total projected savings for treatment vs. incarceration, including DTAP operations costs, are \$1,669,987 per year (or \$16,700 for each defendant diverted from prison).

We have not calculated the actual cost savings of other types of social benefits associated with treatment. However, economic data from the most recent national study of drug treatment effectiveness (Treatment Offender Prospective Study) show a social cost savings of \$11,000 per person for treatment completers. Using this figure, DTAP projected social cost savings are \$681,300.

I. INCARCERATION COSTS FOR 100 PREDICATE DRUG FELONS HAD DTAP NOT BEEN AVAILABLE

Incarceration costs for these 100 include City corrections costs for pretrial detention and State prison costs after sentencing.

A. Pretrial Disposition Costs

Cases Disposed in N Parts - On average 30 percent of Brooklyn's felony drug cases are disposed through a Supreme Court Information in the special Narcotics "N" part. (Source: Kings County D.A. Felony Activity Summary reports)

.30 (N Part disp. rate) x 100 defendants = 30
30 defendants x 28 days (arraignment to sentencing) x
\$158 (per day corrections cost) = \$132,000

¹ These include drug expenditures and victim, criminal justice system, theft, illegal income, legal earning and crime career costs.

Cases Indicted and Disposed in Supreme Court

Of the 70 indicted cases, 36% (25) make bail or are ROR'd at Criminal Court arraignment; the remaining 64% (45) have bail set but do not make it or are remanded. (Source: Crack and New York City Courts, Steve Belenko, CJA).

No City detention costs associated with the 25 defendants who are not detained pretrial.

Detention costs for the 45 defendants detained pretrial are based on an average case processing time from Criminal Court arraignment to Supreme Court sentencing of 225 days (Source: Crack and New York City Courts, Steve Belenko, CJA).

45 defendants x 225 days x \$158 per day cost = \$1,599,750

Total Pre-Trial Detention Costs

N Part Cases.....	\$132,000
Indicted Cases (held pretrial).....	<u>\$1,599,750</u>
TOTAL.....	\$1,731,750

B. State Prison Costs

100 participants each of whom would have served a State prison term.

30% would have pled to an "E" felony and served 1½ to 3 years; 70% would have pleaded to a "D" felony and served 2 to 4 years (Source: Kings County D.A. Research Unit).

Total State Prison Costs - based on serving the minimum term

.30 x 100 defendants = 30 x 1½ years = 45.0 years
.70 x 100 defendants = 70 x 2 years = 140.0 years

TOTAL....185.0 years

\$30,000 (prison costs for one year)
x 185.0 years = ...\$5,555,000

Total Incarceration Costs (Detention and Prison)

City detention.....	\$1,731,750
State prison.....	\$5,555,000
TOTAL	\$7,286,750

II. TREATMENT AND DETENTION COSTS

A. Residential Treatment Costs

\$27,000 (cost of treatment for 1½ years)
x 100 participants = ...\$2,700,000

B. City Detention Costs

Detention costs during screening\$292,300

Average time from arraignment to signing of Participation Agreement in court (defendant remanded to City corrections during this time).

18.5 days x 100 defendants x \$158
per day cost = ...\$292,300

Detention costs for corrections drug program\$355,500

DOC SAID program costs for 50 defendants

45 days (length of time in DOC drug program)
x 50 defendants x \$158 per day cost = ...\$355,500

Total Treatment Costs

Residential Treatment Costs.....\$2,700,000
Detention costs during drug screening.....292,300
Detention costs for corrections drug program...355,500

TOTAL.....\$3,347,800

III. COSTS FOR TREATMENT FAILURES (n=40)

(Source: Kings County D.A. Research Unit)

Treatment in Providers' facilities (n=40
average length of stay before dropping out
is 71 days) \$3,600 x 40 = ...\$144,000

State prison costs

.30 x 40 defendants = 12 x 1.5 years = 18.0 years
.70 x 40 defendants = 28 x 2 years = 56.0 years
Total = 74.0 years

74.0 years x \$30,000 per defendant = ...\$2,220,000

TOTAL.....\$2,364,000

IV. ADJUSTED TREATMENT COSTS

Cost for 60 defendants who complete treatment
 $\$3,347,800 \times .60 = \dots\dots\dots \$2,008,680$

Cost for 40 defendants who fail and are
incarcerated.....\$2,364,000

TOTAL COST FOR 1.5 YEARS	\$4,372,680
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V. TREATMENT VS. PRISON

A. Costs for 1.5 years

Detention and Prison.....\$7,286,750

Treatment (plus detention & prison costs
for failures) - 4,372,680

District Attorney Staff Costs - 375,000

TOTAL SAVINGS\$ 2,539,070

B. Annual Costs

Detention and Prison	\$4,805,955
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Treatment (plus detention & prison costs
for failures) - 2,885,968

C. District Attorney Staff Costs..... - 250,000

TOTAL ANNUAL SAVINGS.....\$1,669,987

Drug Treatment Cost-Benefit Data from 1984
Treatment Offender Prospective Study (TOPS)

TOPS is a longitudinal survey with data on over 11,000 drug abusers admitted to 41 different treatment programs in 10 different cities. The study included a cost-benefit analysis that compared victim, criminal justice system, and crime career/productivity costs for participants one year before and one year after treatment. Below is a table that summarizes the data for the participants who were in residential treatment programs and a table defining the cost component terms. The data is based on 2,420 criminal justice clients (i.e., referred by the courts) who entered treatment between 1979 and 1981.

TABLE 1
Average Economic Impacts of Criminal
Justice Referrals to Residential Treatment Programs

Criminal Justice System Referrals <u>(dollars per person)</u>			
	Before Treatment	After Treatment	Difference
Cost Components			
Drug expenditures	\$5,398	\$2,666	
Victim	3,045	1,795	
Crim. Justice System	7,137	4,776	
Theft	7,210	4,392	
Illegal Income	6,799	3,747	
Legal Earning	2,601	2,940	
Crime Career	10,239	10,758	
TOTAL PER PERSON	42,429	31,074	11,355
TOTAL FOR 60 WHO COMPLETED DTAP (60 X \$11,355).....\$681,300			

TABLE 2
DEFINITION OF TERMS

COST COMPONENTS

Drug Expenditures:

the self-reported net amount spent on the purchase of drugs for one's own consumption

Victim Costs:

the value of medical services, property destruction and lost work and household productivity

CJS Costs:

the cost of police protection services, prosecution, adjudication, public defense, and corrections services

Value of Theft:

the estimated amount of property or money stolen by the drug abuser

Illegal Income:

the self-reported net dollar amount realized by criminally active individuals from predatory or consensual crime

Legal Earnings:

the amount earned in legitimate employment

Crime Career/Productivity Losses:

the value of legitimate productivity lost because individuals pursue income through predatory or consensual crime

**DRUG TREATMENT ALTERNATIVE-TO-PRISON
of the
KINGS COUNTY DISTRICT ATTORNEY**

**SECOND ANNUAL REPORT
October 15, 1990 - October 15, 1992**

**CHARLES J. HYNES, DISTRICT ATTORNEY
SUSAN A. POWERS, DEPUTY DISTRICT ATTORNEY**

November, 1992

INTRODUCTION

This is the second Annual Report on the Brooklyn District Attorney's Drug Treatment Alternative-to-Prison (DTAP). The program offers second felony drug offenders residential drug treatment as an alternative to prison on the premise that they will return to society in a better position to resist return to drug use and crime after treatment than if they had spent a comparable period of time incarcerated at greater expense.

The program description section contained in earlier reports is repeated in this report. Cumulative statistics for the period October 15, 1990 to October 15, 1992 are also provided. Statistics for the last six months which differ significantly from those reported in the eighteen-month report are highlighted.

In an effort to offer readers insight into participants, the treatment process, and the agencies and individuals crucial to DTAP operations, each report focuses on one or more anecdotal, operational or research aspects of DTAP to augment the statistical information provided.

DTAP's success is directly related to the extraordinary cooperation of all those who play a role in its daily operations. In this report, DTAP would like to give special recognition to Acting Supreme Court Justices Jerome Kay and Alan Meyer, who preside in Brooklyn's Narcotics or "N" parts. They have been extraordinarily supportive and have worked patiently with DTAP liaison Tim McFarland and Andrea Umlas, the Narcotics Bureau First Deputy, to overcome the obstacles to implementation that arise in any new program. DTAP is grateful to the Hon. William Miller, Supervising Judge of the Brooklyn Criminal Court, for his early support which helped insure the program's successful implementation. We thank, too, the following DTAP liaisons who continue to devote time and energy to insuring the program's smooth functioning: Susan Ketchum, of the Legal Aid Society; Leila Irish of the Assigned Counsel Plan (18-b); Rick Levy, Regional Director of the New York State Division of Parole; Irene Prager, Assistant Commissioner of the New York City Department of Probation; and Cynthia Chandler-Ross of the New York City Department of Correction. Thanks also to the following DTAP staff for their contributions to this report: Fred Weinberg and Sam Browne of DTAP's Enforcement Team for their case histories on the enforcement aspect of DTAP and to Paul Dynia and Sheila Royo for the statistics on the program. Finally, welcome to two new DTAP staff members: Executive Assistant David Fried and Hector Velez, who has joined the Enforcement Team.

PROGRAM DESCRIPTION

DTAP targets defendants arrested for B felony "buy and bust" drug offenses who have previously been convicted of a non-violent felony.¹ If convicted of the drug felony, the defendant would face a mandatory prison sentence under New York State's second felony offender law. Defendants are given the option to defer prosecution and enter a residential drug treatment program for a period of 15 to 24 months. Targeting B felony "buy and bust" cases insures that the program diverts defendants who are prison bound. Those who complete the treatment program will have the charges against them dismissed; dropouts are brought back to court for prosecution on the original charges by a special warrant Enforcement Team. The District Attorney's Office has also formed a Business Advisory Council to assist defendants who complete treatment with employment and housing.

The Treatment Provided in a Therapeutic Community

DTAP planners chose long-term residential treatment as the most appropriate treatment modality for defendants facing minimum prison sentences of one and one-half to three years. Therapeutic communities, which provide most long-term residential treatment in New York State, emphasize a self-help approach and rely heavily on the use of program graduates as peer counselors, administrators, and role models. The programs are highly structured and residents progress through stages, acquiring more responsibility and personal freedom in each new stage. Counselling takes the form of group, individual, and family therapy. The sessions are usually confrontational and stress openness and honesty. All residents are assigned to work detail and education and job training classes are provided. The last phase, "re-entry," focuses on preparing the resident for return to the community. Residents must have employment and housing plans before they can leave this phase. They learn how to budget and save to help them through the first month on their own. If the residents' families and communities are part of the problem, the programs use their Family Association networks to relocate residents in different neighborhoods with new "family" support members before they allow them to leave.

¹ Defendants charged with criminal facilitation, in addition to the "buy and bust" sale, are excluded because the evidence may prove insufficient to sustain the sale charges.

Selection and Screening of Participants

Defendants must be approved at several points in the screening process before they can be accepted into the program.

At arraignment, assistant district attorneys identify all eligible defendants. After interested defendants sign the necessary waiver and consent forms, a senior assistant district attorney reviews all cases. Those B felony "buy and bust" cases in which the evidence is weak are eliminated. DTAP's Enforcement Team verifies the defendant's residence through a home visit. If the contact information provided by the defendant cannot be verified and the team concludes that the defendant would be difficult to locate in the event he or she leaves the treatment facility, the case is rejected.

After arraignment, the treatment providers' screeners interview defendants to assess their suitability for residential drug treatment. Defendants who have severe psychiatric or medical problems, or who are not drug addicts, are rejected.

Supervisory staff of the New York City Department of Probation and the New York State Division of Parole must review those cases where the defendant is under their supervision. If a violation of probation or parole is pending at the time of the new arrest, the case may be rejected. Cases approved by Probation must also have the approval of the judge who sentenced the defendant to probation.

The recommendation of the District Attorney to defer prosecution and place the defendant in residential drug treatment must be approved by the presiding judge in the N Part.

Research Informing the Design

A major problem shared by all drug treatment modalities is retention of clients. The Treatment Outcome Prospective Study (TOPS), a recent national longitudinal study of drug abuse treatment, reported that the average length of stay in residential treatment programs was twenty-two weeks, with the median eleven weeks (Hubbard, et al., 1989). According to TOPS, only 13 percent of the clients who entered residential programs stayed longer than a year. Yet research has shown that treatment effectiveness is linked to program retention. Longer stays (regardless of treatment modality) have been found to result in greater decreases in drug use, criminal activity, and unemployment (Cushman, 1977; Dole, Nyswander, and Warner, 1968; McLellan, et al., 1986; Agborne and Melotte, 1977; Riordan, et al., 1976; Simpson, 1979, 1980, 1981; and Hubbard, et al., 1989).

Research also indicates that retention rates are higher for clients who enter treatment under legal coercion (De Leon, 1988). In designing its program, the Kings County District Attorney's Office targeted defendants who faced substantial prison time if they dropped out of treatment. The certainty of prosecution on the original charges is insured by the existence of the warrant Enforcement Team. The severity and certainty of the prison time these defendants face is uniquely coercive and thus has the potential to increase retention.

Research has shown that the highest dropout rates from community-based residential treatment occur in the first two to three months (Hubbard, et al., 1989). During the first twenty months, every other defendant selected for the program spent 45 days in the Department of Correction (DOC) Substance Abuse Intervention Division (SAID) program which is designed to introduce inmates to the concept of a therapeutic community before entering the treatment providers' residential facilities. The other half went to the providers' facilities directly from court. This design enabled DTAP to assess whether defendants who participated in the DOC program where they could not return to the community would have lower dropout rates than those sent directly to the providers' facilities. After twenty months, because there was no statistical difference between the two groups, DTAP managers decided to send defendants for whom the treatment providers have requested extensive medical histories to SAID. Because these defendants spend more time in pre-trial detention than other DTAP candidates (see infra,) it seemed wise to take advantage of this delay by assigning them to a setting where they could be introduced to treatment instead of languishing in the general population.

Evaluation

A process and preliminary research report on the pilot phase of DTAP has been completed. The first section describes the program and its evolution through the conceptual, design and planning stages. The second section provides demographic and descriptive information on participants and eligible defendants who refused the program or were rejected in the screening process. It also compares DTAP retention rates with rates of retention in other drug-free residential programs and explores factors predictive of retention. The pilot phase research is summarized and, in conclusion, its implications for the planned long-term research are articulated. (Funding for this report was provided by the Robert Wood Johnson Foundation and copies may be obtained from the Kings County District Attorney's Office).

The second phase of the evaluation will focus on post-treatment outcomes of program participants. It will examine the impact of treatment on participants in terms of criminal recidivism, drug and alcohol abuse, and other indicators of social adjustment. Post-treatment outcomes of program participants will also be compared to a group of defendants with similar backgrounds and characteristics who received prison sentences. The research will examine the role of legal coercion and other factors that may affect retention in treatment. It will include a cost-benefit analysis of savings realized by reducing incarceration and post-treatment costs and weigh these benefits against program costs. Finally, it will continue to study planning and implementation issues to aid other prosecutors' offices interested in implementing a treatment alternative to incarceration.

SECOND ANNUAL REPORT OF OPERATIONS:
OCTOBER 15, 1990 - OCTOBER 15, 1992

Replication

As reported in the Eighteen-Month Report on Operations, Governor Mario Cuomo praised DTAP in his January 8, 1992 Message to the Legislature and requested funding for the program's replication. In response, the State Division of Substance Abuse Services has provided 300 new residential treatment beds and the New York State Division of Criminal Justice Services has allocated \$700,000 in Federal Anti-Drug Abuse Act monies in Fiscal Year 1992-93 to support the DTAP model in Brooklyn and make possible its replication by other prosecutors in New York City.

Since July 1, 1992, when funding for the expansion became available, DTAP staff have attended planning meetings with representatives of the State Division of Criminal Justice Services, the Office of Alcohol and Substance Abuse Services, the Vera Institute of Justice, the Legal Action Center, the treatment providers, the District Attorneys of Manhattan and Queens and the Special Narcotics Prosecutor. To facilitate the replication, the Deputy District Attorney for Programs and Planning has provided the other prosecutors with all the forms and protocols developed by the Kings County DTAP planners, including: defendant waivers and participation agreements; protocols for sign-offs by Probation and Parole; instructions to "N" part and arraignment assistants and to defense attorneys. Copies of the contracts between the District Attorney's Office and the treatment providers were also made available.

In addition, the DTAP Research Director met with staff charged with keeping statistics at the offices of the Queens District Attorney and the Special Narcotics Prosecutor to explain the development of systems to track defendants screened for participation in DTAP. Finally, the warrant Enforcement Team met with their counterparts in the offices of the Manhattan District Attorney and the Special Narcotics Prosecutor to share their knowledge and experience.

Celebration in Honor of the First DTAP Ten Graduates

The Kings County District Attorney honored the first ten graduates of the program at a reception on September 29, 1992. All ten were graduates of Samaritan Village whose President, Richard Pruss, attended, accompanied by several members of his staff. Also present were DTAP's staff and representatives of the agencies whose cooperation is essential to the program's success.

The graduates were impressive. Most had never held a full-time job prior to the arrest that led to their participation in DTAP. Nine are now employed and the tenth is enrolled full-time in college. The event was extensively covered by the media. Copies of articles which appeared in Newsday and the New York Daily News are attached to the report.

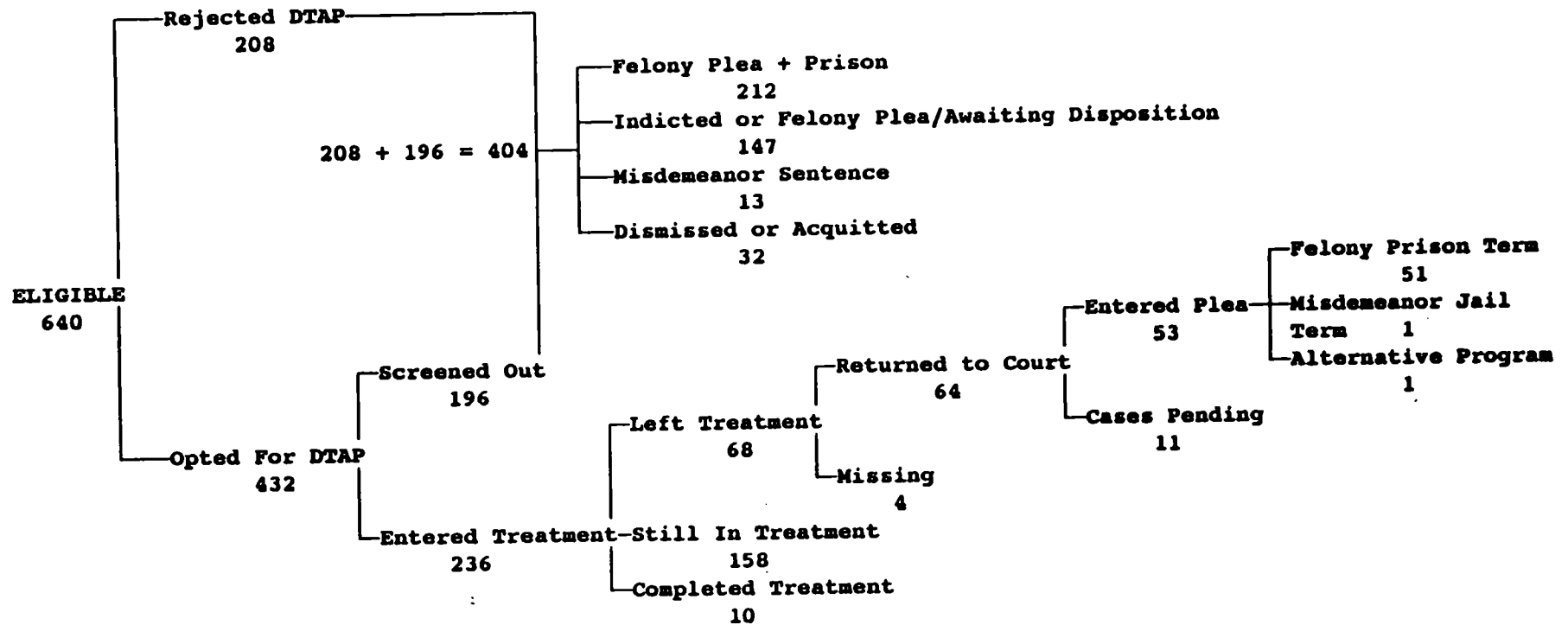
Intake/Retention²

Since DTAP began operations on October 15, 1990, 236 of the 640 defendants who were eligible - more than a third - have opted for and been accepted into the program, 76 in the last six months.³ If all defendant rejections (208) are subtracted from the eligible pool, DTAP has been taking 55 percent of the eligible defendants who opt for the program. Overall, since the program's inception,

² The chart on the following page, "The Status of Defendants Eligible for DTAP - As of October 15, 1992," presents the intake, retention, and dropout figures discussed in this section and the disposition and diversion statistics discussed, intra, at page 9.

³ In addition to the 640, there were 101 "paper eligible" defendants who, on examination, were ineligible because the screeners had no discretion to accept them: 49 defendants said they did not use drugs; 15 had negative lab reports or the charges were reduced to facilitation; 22 had parole or probation warrant holds; and 15 were out-of-county probation cases.

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the rates in each category of rejection have remained fairly stable. The number of Probation and Parole rejections has declined in the second year; the number of defendant rejects has slightly increased (Figure A).

Of the 236 accepted into DTAP, 158 participants are currently in treatment, 10 have completed the program, 47 absconded from the treatment providers, 18 were expelled for violating program rules - including three from DOC's SAID program - and three were discharged for serious health reasons. DTAP has retained 72 percent of the participants admitted to treatment. Their time in treatment is depicted in Figure B.⁴

Description of DTAP Defendants

Nearly two-thirds (64%) of all defendants accepted into DTAP during the program's 24 months in operation are Hispanics. Since only 18 percent of Brooklyn's population is Hispanic, the high percentage of Hispanics in DTAP was not expected. However, the percentage of black participants increased to 36 percent during the last six months from 28 percent in the first 18 months as the Police Department and Brooklyn North Narcotics Division moved its Tactical Narcotics Task Force (TNT) into some precincts with large black populations. This increase seems to confirm the hypothesis - suggested in earlier reports - that DTAP's racial statistics are largely determined by TNT deployment.

Fewer females have been admitted in the last six months, 13 percent compared to 23 in the first 18 months. Nearly two-thirds of the participants are 18-30 years old. The average age of 29 is the same as it was in the first 18 months, with most participants 17-30 years old (Figures C and C.1).

There have also been changes in the employment, education and housing statistics. Participants accepted into DTAP in the last six months were less likely to have been employed: 61 percent were unemployed compared to 51 percent in the first 18 months. Fewer had a high school diploma or G.E.D.: 22 percent compared to 26 percent. In contrast to this discouraging trend, significantly fewer participants were homeless or classified as transient: 15 percent in the last six months compared to 28 percent in the first 18 months (Figure D and D.1).

⁴ The retention rate is calculated by subtracting the three administrative discharges for health reasons from the base. The base includes those currently in treatment and the participants who have completed.

Case Disposition/Diversion

As planners of alternatives-to-incarceration programs are well aware, determining which offenders are truly incarceration-bound is a complicated process fraught with pitfalls. Arrest charges may be dismissed or reduced and cases may be disposed on more lenient terms than the original plea offer. At a time of scarce resources and overcrowded correctional facilities, it is crucial that programs designed to be alternatives to incarceration fulfill their diversion goals.

DTAP is designed to maximize diversion by targeting offenders arrested on B felony "buy and bust" charges who have a prior non-violent felony conviction. B felony "buy and bust" cases are strong cases because they are based on a drug sale to an undercover police officer. And if the grand jury votes a B felony indictment, defendants cannot plead down to misdemeanors [C.P.L. 220.10 (5) (a) (iii)]. If convicted of a second felony, they must serve prison time under New York's mandatory sentencing laws. Since DTAP intervenes and identifies eligible cases before grand jury action, its planners agreed that a Deputy in the Narcotics Bureau should screen cases identified as eligible by arraignment assistants to reject any with negative lab reports or evidentiary flaws. DTAP's success in achieving its goal of displacing prison-bound offenders can be measured by examining dispositions of DTAP-eligible cases rejected by the defendant or the program.

As of October 15, 1992, 404 of the 640 defendants identified as eligible for DTAP had rejected (208) or been rejected (196) by the program. Fifty-two percent (212) had entered a felony plea and been sentenced to prison. Thirty-six percent (147) had been indicted for a felony or had entered a felony plea and were awaiting sentence. Thirteen cases were disposed as misdemeanors. Thirty (7%) of the defendants had their cases dismissed and two were acquitted after trial (Figure E). The large number of felony pleas entered (88%) and the sentence time imposed on defendants who reject or are rejected by DTAP confirms that the program is targeting defendants facing substantial prison time.

Sixty-four of the 68 who left the program have been returned to court: fifty-three have entered pleas and all but two have been sentenced to felony prison terms; in eleven cases no plea has been entered. Absconders' prison terms are slightly higher than those of defendants who reject or are rejected for DTAP, but this difference reflects a lower percentage of N part pleas for this group rather than the court's decision to treat participants who leave the program more harshly (Figure F). Under DTAP procedures, absconders are eligible for N part plea offers if they are swiftly apprehended and returned to court before an indictment is voted by the grand jury. If not, the indictment is voted and filed and

these defendants lose the opportunity to plead to an E level felony which carries a shorter prison term (1½ year minimum versus a 2-year minimum term if indicted).

As noted in earlier reports, defendants may decide to reject DTAP at arraignment and enter not-guilty pleas - only to enter guilty pleas later - for several reasons. Some defendants may reject DTAP because they have not had an adequate opportunity to confer with counsel or are coming down off drugs and are therefore not able to commit themselves to long-term treatment. Others hope to post bail and be out of detention while their case is adjudicated. However, court outcomes confirm that the vast majority of defendants who defer early plea decisions to test the strength of the prosecution's case lose the treatment option without gaining relief from conviction as second felony offenders.

Processing Time

After arraignment, all felony drug cases in Brooklyn are assigned to the N Parts set up to expedite the disposition of narcotics cases. Thirty percent of all Brooklyn defendants arrested on felony drug charges plead in the N Parts on the C.P.L. 180.80 day or on a short adjournment date; the balance are transferred to the Conference or AP Parts and disposition time ranges from six months to a year or more. C.P.L. 180.80 requires the prosecution to release a defendant five days after arrest if a grand jury has not voted to indict on the charges. Defendants who wish to be considered for DTAP must agree to waive their 180.80 rights temporarily to allow DTAP enough time to complete the screening process. To avoid lengthy extensions of these waivers and to reduce detention time by obtaining DTAP cases in the N Part, defendants must sign the waivers and contact forms at arraignment so that the screening process will be complete before the 180.80 release date is triggered.

The percentage of defendants whose medical problems delayed their acceptance has steadily increased since the program's inception. In the last six months, screener requests for medical records and new tests increased to 33 percent (25 of 76) of all cases compared to 18 percent (29 of 159) in the first eighteen months. This has increased time to acceptance. The average court processing time - from arraignment to pick-up by the treatment provider or assignment to the Rikers Island SAID program - was 30 days compared to 22 in the first 18 months. Excluding the defendants with medical problems, the average was 14 days compared to 15 days in the first 18 months.

Increased screener requests for medical records and new tests for defendants with HIV and TB are largely responsible for the delays. Many DTAP-eligible defendants are in poor medical and psychiatric condition, often aggravated by their addiction and inadequate health care. DTAP staff have worked with Roger Parris and John Corrigan, Director and Coordinator, respectively, of Health Affairs at the New York City Department of Correction and the medical staff of the treatment providers to develop procedures to expedite the medical clearance of DTAP-eligible defendants. DTAP anticipates that the recently initiated procedures will have a positive impact on overall time to acceptance in the months ahead.

Enforcement Team Case Histories

The Enforcement Team is responsible for returning participants who leave the treatment facilities back to court for prosecution. Since DTAP's inception, 64 of the 68 participants (94%) who left the program have been returned to court for prosecution.⁵ The team's effectiveness adds an essential element of certainty to the consequence of mandatory incarceration for participants who fail. The Team's ability to verify contacts supplied by defendants and locate participants for whom warrants have been issued accounts for its excellent success rate and reinforces the legal coercion premise of the program.

This section describes specific cases, using pseudonyms, which illustrate the experience and dedication the Team brings to this aspect of DTAP.

S. Rivera lived with his girlfriend in the Brownsville section of Brooklyn at the time he was arrested for the B felony "buy and bust" that led to his participation in DTAP. Background information obtained from his mother revealed that Rivera had family in Philadelphia and had worked there before coming to Brooklyn.

One month after entering the treatment facility, Rivera left. After interviewing his girlfriend, the Team felt that she was holding back information. A call to his former employer in Philadelphia provided interesting information: Rivera had telephoned his employer six weeks earlier to say that he was in jail waiting to be accepted into a treatment program and expected to be released soon. He asked if he could have his job back.

⁵ Of the 64, 60 were arrested; three, expelled from SAID, were produced by DOC and one, discharged for medical problems, was brought to court by the treatment provider's staff.

Later that day, the Team received a call from a police officer in Philadelphia who said he was married to Rivera's sister. Rivera's employer had called him after speaking to the Team. He said Rivera had been staying with them but had just left, presumably to return to Brooklyn. The officer said Rivera was armed with a 9mm handgun which he intended to sell to buy a plane ticket to Puerto Rico. The Team moved fast. Early the next morning, with backup from the 75th precinct, they went to the girlfriend's apartment. She told them the defendant was not there and invited them to search the apartment. In a dark corner, the Team observed a large barrel overflowing with clothing. One of the Team members began to remove the items of clothing very gingerly, mindful of the report that the defendant might be armed. Suddenly, the top of Rivera's head appeared. He was unarmed but confirmed that he had brought a weapon back from Philadelphia and sold it for \$300.

M. Sanchez was on parole at the time of his arrest. Having completed 18 months in prison, he had been transferred to a work release facility and found work as a hairdresser in a Brooklyn beauty salon. After his release on parole, he continued to work for the salon. The owners told the Team he was an exceptional employee, well-liked by his clients, who earned close to \$500 a week in wages and tips. His parole officer was equally pleased with his adjustment to parole supervision.

Four months after his release on parole, Sanchez was arrested and charged with selling drugs. When it was determined by the treatment screener that he had reverted to using drugs, the Division of Parole agreed to allow him to enter DTAP. Twelve hours after entering the treatment facility, Sanchez left.

The Team spent four months returning to the original contacts Sanchez had given them and developing further contacts. A former friend of Sanchez in Manhattan said he might be in Puerto Rico. A previously interviewed brother of Sanchez had been hostile and uncommunicative. When confronted with the information that the Team had learned from Sanchez's friend, he gave them a telephone number in Puerto Rico to get them "off his back." With the help of the Puerto Rican Police Department, the telephone number was traced to another brother of the defendant and Sanchez was arrested, waived extradition, and was brought back to New York City.

R. Harris left the program the day after he arrived. The Team immediately revisited his original contacts but no one had seen him. Defendants, as the Team has learned, are creatures of habit and frequently return to their old neighborhoods. The Team routinely visits these locales, including the very street where a defendant was arrested. This is exactly what the Team did to find Harris. Their instincts appeared to be immediately rewarded when, in a very short time, they saw someone who looked like Harris. He

made no effort to flee as they approached. But, after members of the Team identified themselves, he provided a name and address that was not the defendant's and claimed he had no identification with him.

At this point, the Team had to make a quick decision whether or not to detain the man whom they still reasonably believed to be the defendant. Advising him that they had a warrant for Harris's arrest and that they believed he was Harris, the Team drove the protesting individual to the address of Harris's mother in Queens to obtain a positive identification. Harris's mother was asked to approach the car. She looked at the man seated in the car, turned away, and then asked one of the Team where he had found her son.

M. Garcia's extensive criminal history began when he was 15 years old. His father had deserted the family when he was a child and his mother, a recovering addict, was in a methadone treatment program. At the time of his arrest, the twenty-year old defendant had two children with his common-law wife, Rosa.

Garcia left after two months in the DTAP program. Initially, family members and Rosa claimed they had no idea where he was. The Team then conducted a number of surveillances in the neighborhood. Early one morning, they saw Garcia but he eluded them by running away. Shortly thereafter, Garcia was arrested in Bushwick on an assault charge. Because he supplied the arresting officer with an alias, he was released before his correct fingerprints and wanted record were returned to court.

Several weeks later, Rosa, who had previously been very guarded in sharing information about defendant's whereabouts, called the Team. She said that she had had a confrontation with Garcia on the street and that she now wanted him arrested. She told the Team exactly where he was and, the next morning, the Team took Garcia into custody, unarmed and without resistance.

While these cases are each unique, they highlight some of the recurring problems the Team has to overcome. Obviously, friends and family are not eager to help the Team locate defendants when the ultimate consequence of apprehension is incarceration. Yet, as the Rivera and Sanchez cases illustrate, family members often provide leads which, when followed up, enable the Team to arrest defendants even when they have left the neighborhood. Occasionally, as with the information Rosa supplied in the Garcia case, the Team receives crucial information from a person close to the defendant who wants to see him arrested. Most often, the Team returns to the defendant's old haunts and, with intuition and patience, ultimately tracks down the absconder.

The Harris case illustrates another factor that makes the Team's job difficult. The Team relies on police mug shots and/or polaroid photographs when it goes out to execute an arrest warrant. It has never seen the defendant in person. Frequently, the defendant's appearance has changed dramatically since the original arrest. Facial hair may have been grown or shaved; hair style or color changed; weight gained or lost. To offset this handicap, the Team tries to get specific descriptive information - tatoos, scars, moles - during its initial contact interviews to facilitate a search if the defendant absconds.

While defendants often run or hide to avoid arrest, only one of the defendants the Team has arrested since DTAP began has resisted being handcuffed. If, as in the Rivera case, the Team believes the absconder may be armed, police backup is sought before the Team attempts to effect an arrest. Since defendants who have committed violent crimes are not eligible for DTAP, the absence of physical confrontation during arrest scenarios is perhaps not surprising. Nevertheless, the Team's attention to safety is scrupulous and the results, like its arrest rate, excellent.

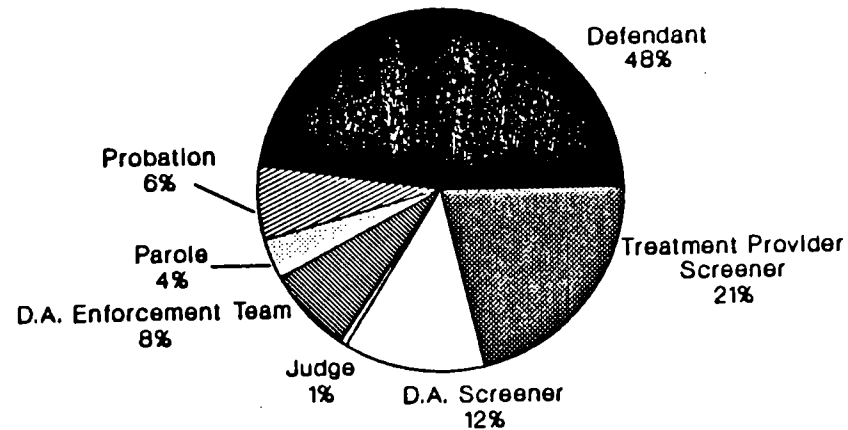
Conclusion

At the end of its second year, DTAP has achieved and exceeded the goals set by the program's planners. DTAP has graduated ten participants, maintained a high (72%) retention rate, and returned to court for prosecution 94 percent of all defendants who absconded or were expelled from treatment.

The replication of DTAP by other prosecutors is perhaps the most concrete evidence of the respect the program has won. The ability to obtain additional treatment capacity is the crucial next phase in the replication and expansion of DTAP. With adequate funding for new treatment beds, DTAP may move beyond its success in redirecting the lives of a few addicted sellers to realize its larger ambition of improving our society by turning drug-addicted offenders who prey on our communities into productive citizens who contribute to them.

FIGURE A
REJECTION CATEGORIES:
DTAP-ELIGIBLE DEFENDANTS
FROM OCTOBER 15, 1990 TO OCTOBER 15, 1992

FIRST YEAR



SECOND YEAR

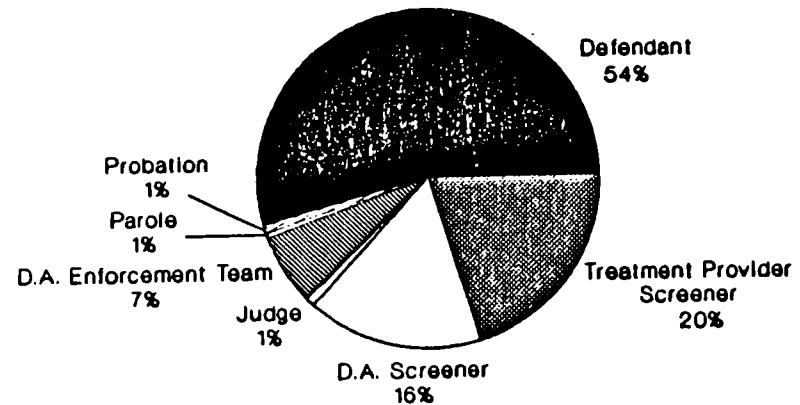
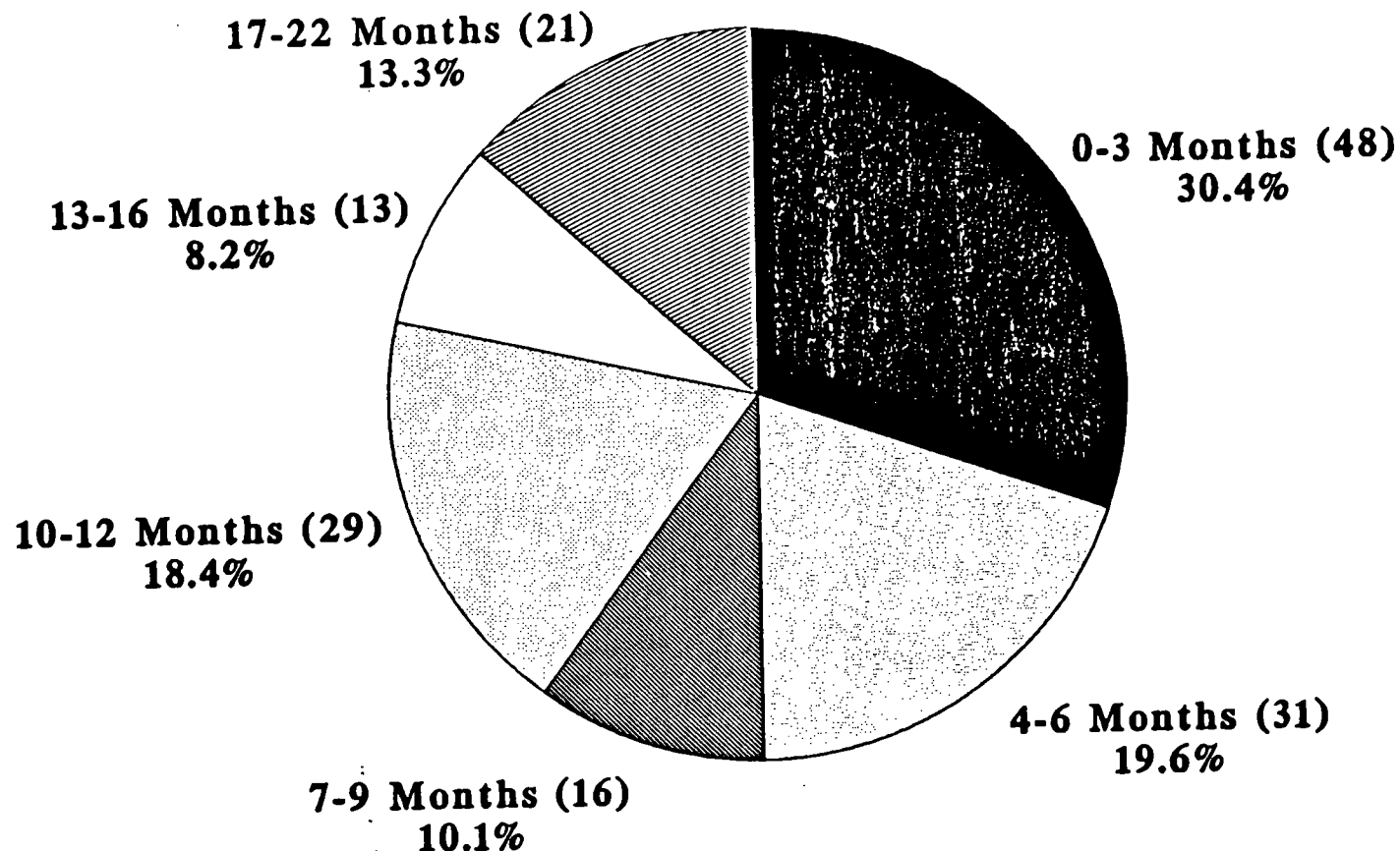


FIGURE B
TREATMENT TIME OF PARTICIPANTS CURRENTLY ENROLLED IN DTAP
AS OF OCTOBER 15, 1992*

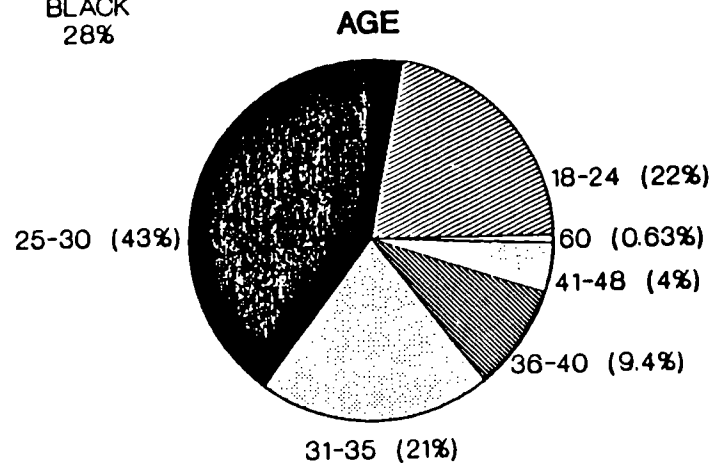
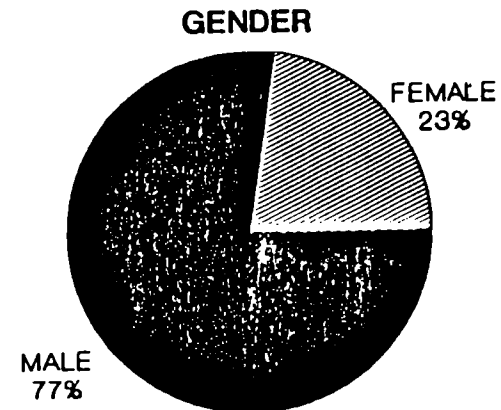
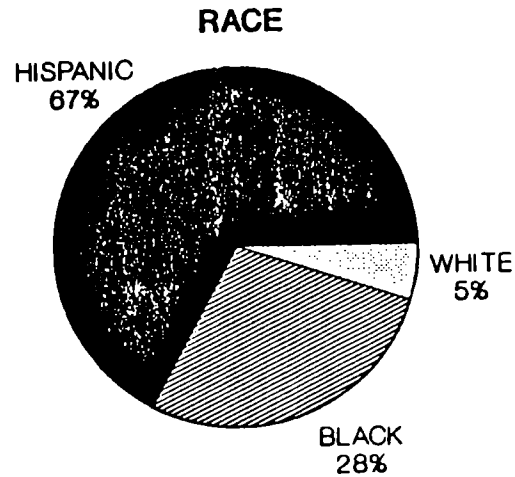


Average Days in Treatment-251

Median Days in Treatment-215

*N=158, excludes 10 participants who completed the program and 68 who left treatment

FIGURE C
RACE, GENDER, AND AGE
OF DEFENDANTS ACCEPTED INTO DTAP
DURING THE FIRST EIGHTEEN MONTHS
(OCTOBER 15, 1990 TO APRIL 15, 1992)



(AVG AGE: 29)

FIGURE C.1
RACE, GENDER, AND AGE
OF DEFENDANTS ACCEPTED INTO DTAP
DURING THE LAST SIX MONTHS
(APRIL 15, 1992 TO OCTOBER 15, 1992)

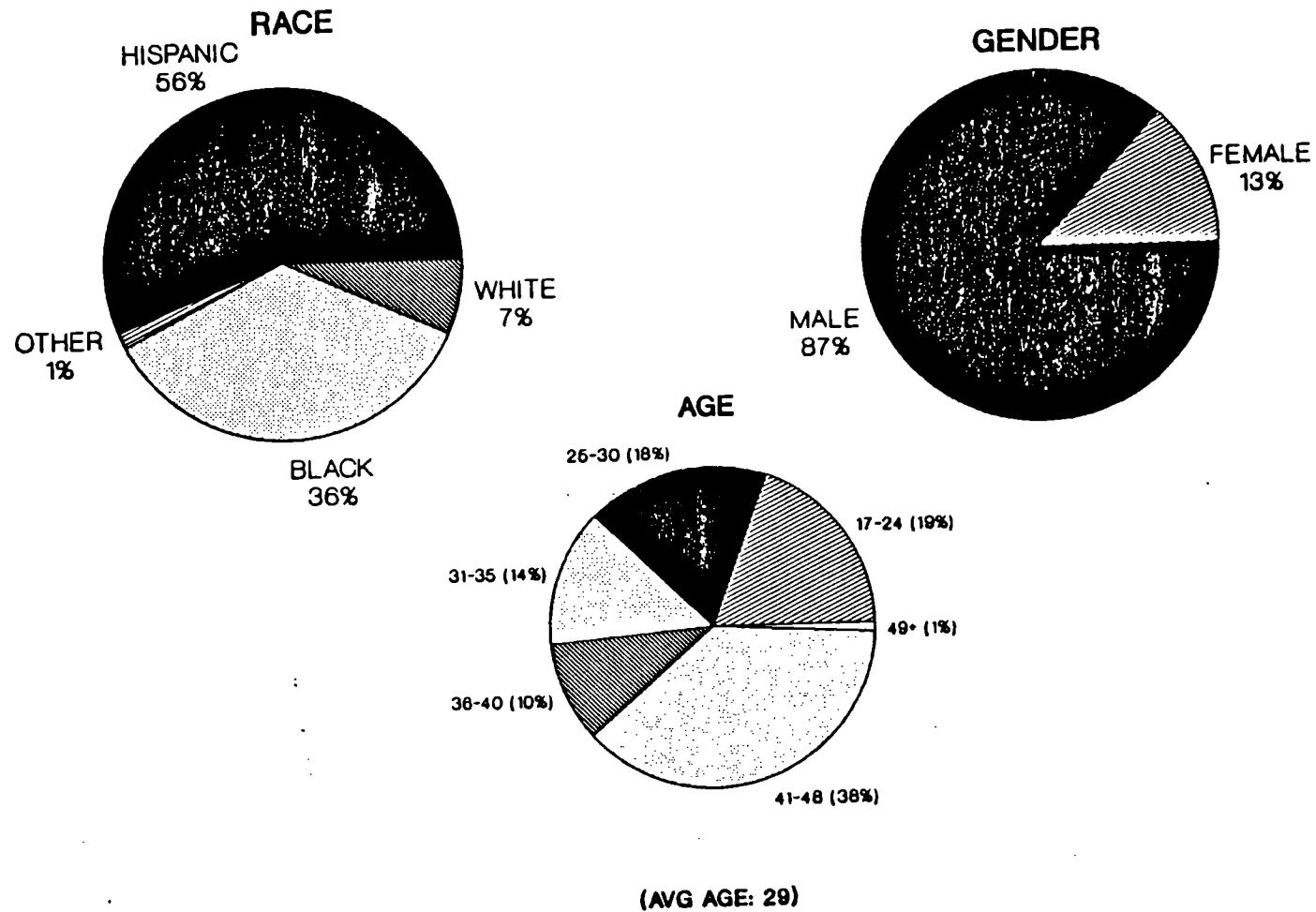


FIGURE D
EMPLOYMENT, EDUCATION, AND HOUSING STATUS
OF DEFENDANTS ACCEPTED INTO DTAP
DURING THE FIRST EIGHTEEN MONTHS
(OCTOBER 15, 1990 TO APRIL 15, 1992)

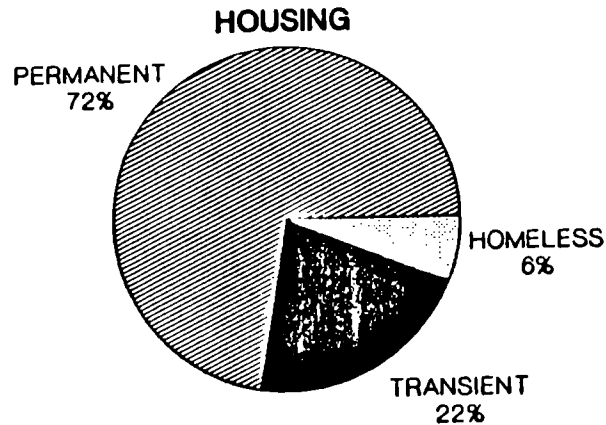
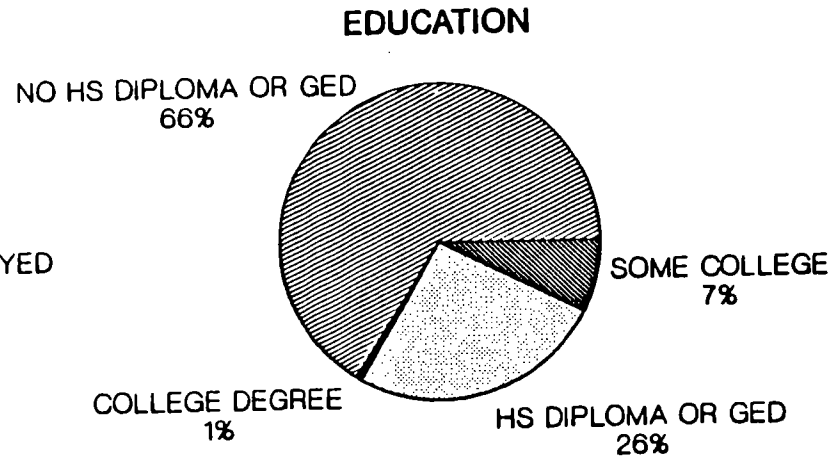
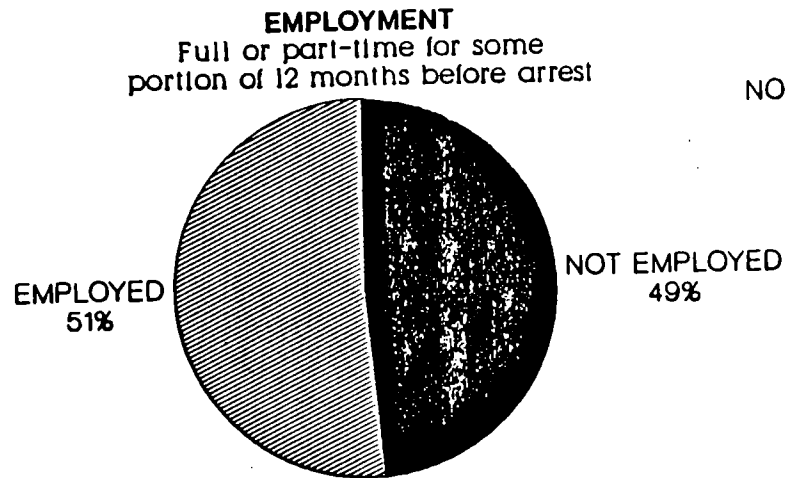
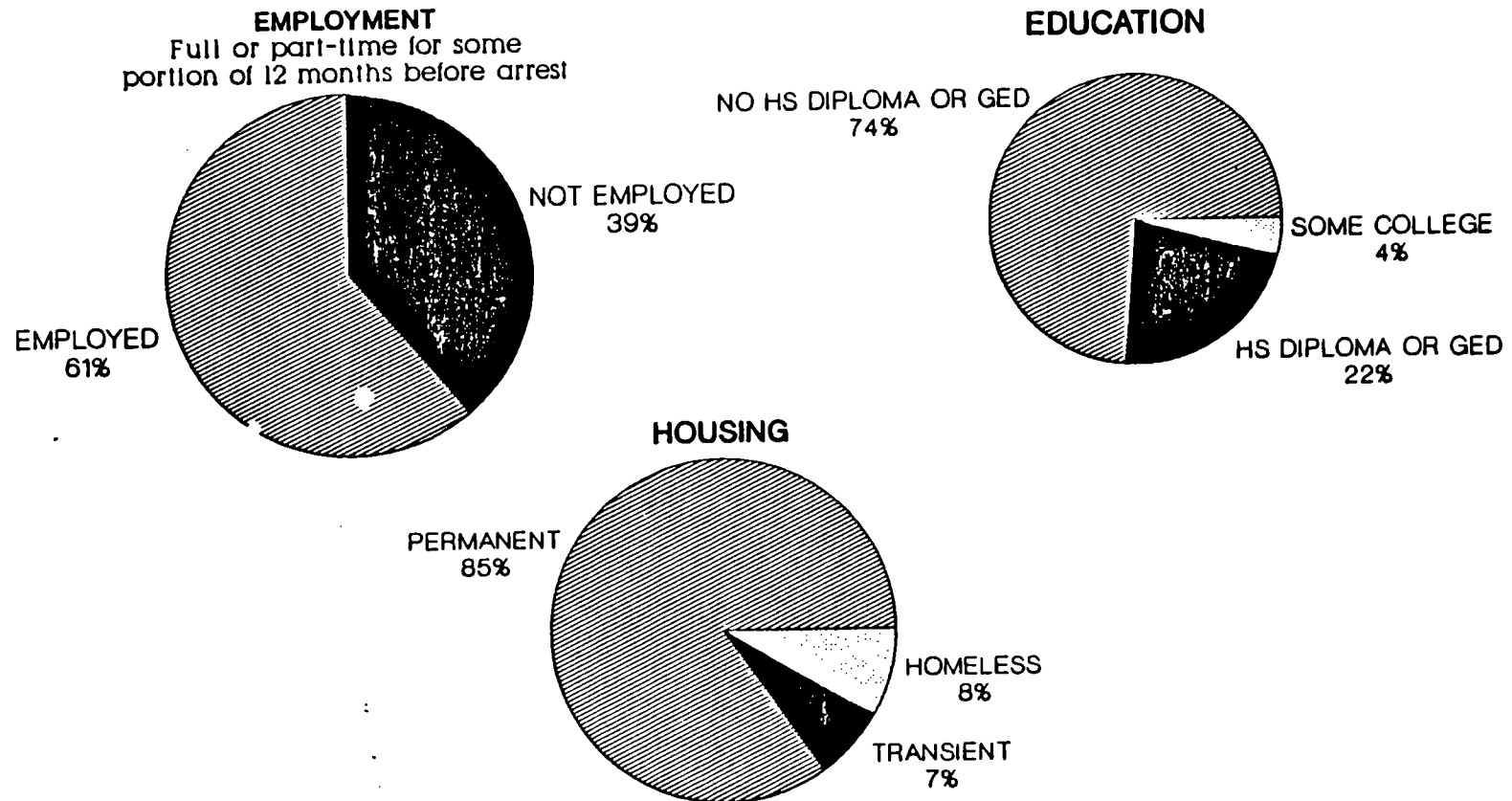


FIGURE D.1
EMPLOYMENT, EDUCATION, AND HOUSING STATUS
OF DEFENDANTS ACCEPTED INTO DTAP
DURING THE LAST SIX MONTHS
(APRIL 15, 1992 TO OCTOBER 15, 1992)*



* Information was unavailable for 4 of the 76 defendants accepted into DTAP in the last six months. These defendants were recently admitted to the SAID program and their intake questionnaires had not been received when this report was written.

FIGURE E
CASE OUTCOMES FOR DEFENDANTS
WHO REJECTED OR WERE REJECTED BY THE PROGRAM
OCTOBER 15, 1990 TO OCTOBER 15, 1992

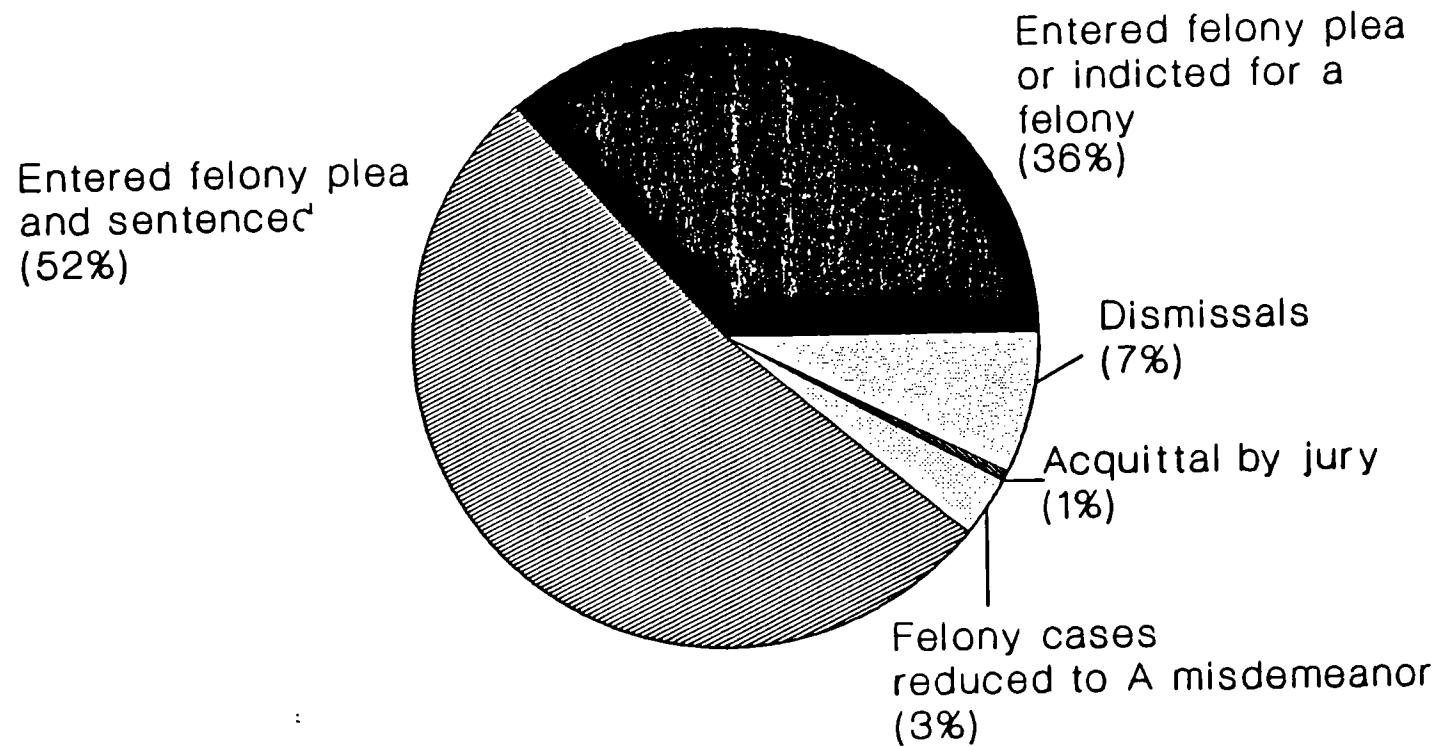
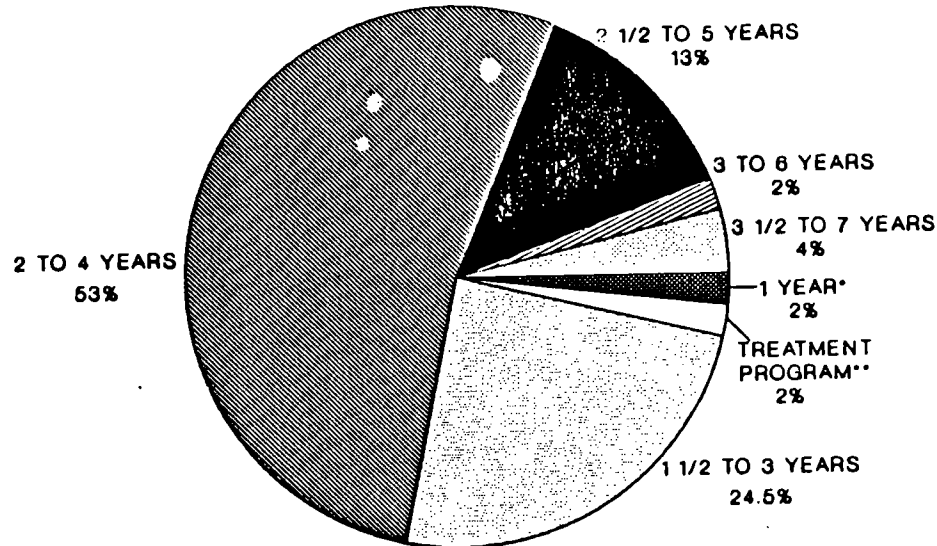


FIGURE F

COMPARISON OF SENTENCE DISPOSITIONS FOR DTAP FAILURES AND REJECTS

FROM OCTOBER 15, 1990 TO OCTOBER 15, 1992

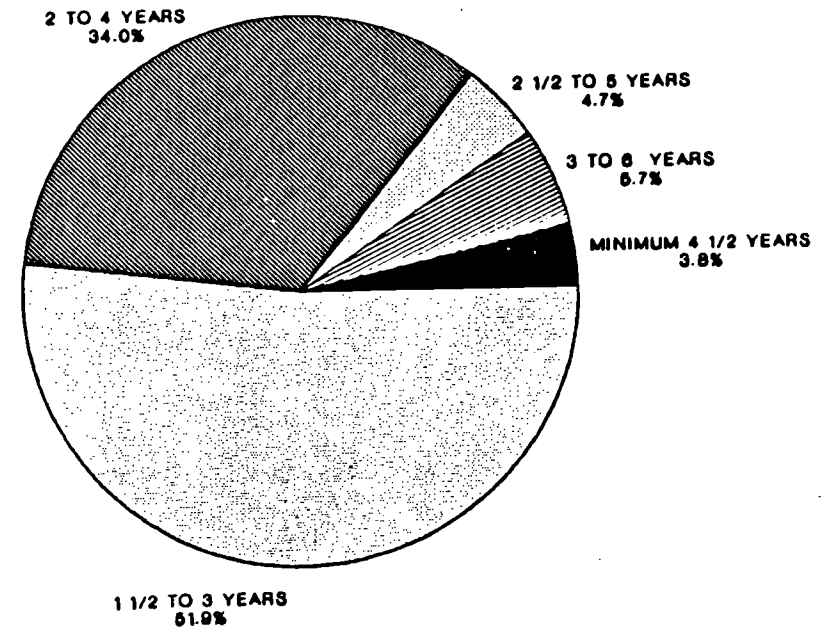
Dispositions for DTAP Participants who
Left Treatment (n=53)



*The one year jail term resulted from reduction of the felony sales charge to an A misdemeanor due to evidentiary problems that arose after the case was indicted.

**One defendant discharged for administrative reasons was placed in a treatment program that accommodates clients with psychiatric as well as drug problems.

Dispositions for Defendants Who Refused the Program
or were Rejected in the Screening Process (n=212)



10 Graduate From Drugs, Bypass Jail

DA's alternative to prison

By Greg Gattuso

The road to recovery for drug offenders could also lead to safer streets, said Brooklyn District Attorney Charles Hynes.

Hynes and other officials recognized the first 10 graduates who successfully completed the treatment-rehabilitation-training cycle of a program that steers drug users onto a more productive path.

Hynes' office set up Drug Treatment Alternative to Prison two years ago offering nonviolent drug offenders the option to undergo residential treatment of up to 24 months rather than go to prison. Those who successfully complete the program have their criminal charges dismissed.

The DTAP program has 145 drug offenders in treatment at centers throughout the city run by Samaritan Village and Daytop Village.

Hynes said residential treatment not only saves taxpayers the cost of housing prison inmates, but it also turns the abuser into a productive member of society.

"Society's approach to nonviolent crime is not only morally bankrupt, but it has the potential to fiscally bankrupt us," Hynes said at a ceremony in his office Tuesday. "The premise of solid drug treatment, housing and job placement has great potential for success. It's dramatic."

The district attorney's office says that prison cost per inmate for an 18-month term is \$82,000. Drug treatment, said Hynes, costs \$24,000 for the same period. He said addicts recovering results in fewer drug-related crimes, such as car theft, burglary and shoplifting. A decrease in addicts could result in 5,000 fewer crimes a year, he said.

Hynes said the 70 percent retention rate of the program is above the national average, and he hopes it would be picked up throughout the state and country.

Perhaps the biggest rewards of

DTAP graduates. The chance to start life over, they said, was a welcome one.

"I never knew I'd make it," said Isaac Gaines, 19. After a young life he described as "crime-related," he is now drug-free and enrolled in computer science classes at Kingsborough Community College.

Lisa Ortega, 24, spent 20 months in recovery, "looking toward the light at the end of the tunnel."

A mother of two, she said she felt "lost in the system."

"I felt like I would always be on welfare, like I would never get ahead," she said. "Now I feel like I finally got dealt a good card."

Ortega is working at a neighborhood gym, living drug-free and raising her children. Future plans include going to school to become a chiropractor.

Radames Gonzales, 40, had mixed feelings about leaving the program.

"I feel great, but I also feel sad because I have to leave people I've become attached to," he said. But the support of his family — including 10 children — gave him the courage and support to pull through.

"I'm proud of myself," he said. "Everything fell into place. Thank God."

Susan Ketchum, a supervising attorney for the Legal Aid Society, acted as a liaison between the defendants and the district attorney's office. She said the cases against the program's participants are in the process of being dropped.

"The future is theirs if they don't get into any more trouble," Ketchum said.

Hynes said the DTAP program has won the support of numerous community groups and leaders, including Gov. Mario Cuomo. Hynes hopes for federal funding to defray administrative costs and open more treatment beds.

Greg Gattuso is a free-lance

CLOSEUP

Worst abusers get best rehab

PUTTING PEOPLE AWAY is usually what a district attorney does, but Brooklyn prosecutor Charles Hynes has been working on keeping drug addicts outside.

Not just any drug abusers, either. It is precisely the hard-core addicts with one foot in a cell and the other on a banana peel that Hynes has targeted as the criminals with the best chance of rehabilitation through treatment instead of prison.

"It's really insane that you have to be desperate before you can get real help," said Deputy District Attorney Susan Powers, who developed the Drug Treatment Alternative to Prison program for Hynes.

By P. K. 12



**STEVE
McFARLAND**

It seems, though, that the addicts who are in the most trouble are the ones who are ripest for treatment.

And rehabilitation makes more sense than prison for most drug addicts — not just from their point of view, but from ours, too.

For one thing, it's cheaper. It costs New York taxpayers about \$82,000 to house a prisoner for 18 months. The same period of time in

a residential drug treatment center costs \$24,000.

"Our nation is losing the war on drugs," Hynes said the other night at a ceremony for the first 10 graduates of the program. "largely because our leaders are not employing all the weapons at hand."

The program seems an odd weapon at first glance. To qualify, you have to be a mess. You must be a drug addict with one nonviolent felony conviction. You have to get arrested for another nonviolent felony, and the case against you has to be airtight. In practice, the felonies are nearly always street sales of drugs.

Second-time felons face longer prison time, and that seems to work with addicts the way the proverbial 2-by-4 works with the mule. It gets their attention.

"Studies have shown that legal coercion keeps people in treatment," is the way Powers put it.

"I told my mother years ago that I wanted to change," is the way Sorocco Medina put it, "but I didn't know how to change."

Medina began to find out in 1990, when she got swept off Bushwick Ave. in a police buy-and-bust operation. She had been drugging for 21 years. "I started young," she said. "I sold drugs. I robbed anything and everything." She was offered the program, and she jumped at it. "I knew I needed help."

Now, at 33, she is one of the 10 addicts who have completed 21 months of residential treatment at Samaritan Village. She works as a printing keyboard operator, lives with her cousin and hopes to get her own apartment soon so she can get her three children out of foster care.

Just as reformed drunks say they meet at Alcoholics Anonymous sessions the people they used to meet in bars, so with drug addicts and treatment programs.

"I saw a lot of my friends from Bushwick at Samaritan," she said, "but really, more of them are 6 feet under."

She said she has known Antonio Maldonado, another of the program graduates, for 12 years.

Maldonado has learned the photocopying trade and is trying to get back with his two children.

IS EVERYTHING COMING UP ROSES for the program's graduates? No, not exactly. Jobs can be a problem, for instance, but now the graduates have nonchemical resources for dealing with their problems.

"It's a recession," Maldonado said when asked about his work. Then he shrugged and added, "but at least now I know how to make a resume and how to apply for a job."

McFarland's column appears Monday and Thursday.



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

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John Condo

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VOICE: _____

FROM:

Gloria Mastella

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FAX: (202) 514-8639

Total Pages (excluding this cover): 2

Additional Message:

*alternative to
Washington version*

- 7 -

TITLE -- NONINCARCERATIVE DRUG TREATMENT PROGRAMS

SEC. 1. GRANT AUTHORITY.

The Attorney General may make grants to units of State and local government, and to other public and private entities, for programs that involve substance abuse treatment for persons charged with or convicted of crimes who are under supervision or conditionally released, and that involve the integrated administration of other sanctions and services including --

(1) testing for the use of controlled substances or other addictive substances;

(2) the possibility of prosecution, confinement, or incarceration based on non-compliance with program requirements or failure to show satisfactory progress; and

(3) programmatic or aftercare services such as health care, relapse prevention, education, vocational training, job placement, housing placement, and child care or other family support services.

SEC. 2. ADMINISTRATION.

(a) COLLABORATION. -- The Attorney General may consult or collaborate with the Secretary of Health and Human Services and any other appropriate officials in carrying out this title.

(b) USE OF COMPONENTS. -- The Attorney General may utilize any component or components of the Department of Justice in carrying out this title.

(c) REGULATORY AUTHORITY. -- The Attorney General may issue regulations and guidelines to carry out this title, including specifications concerning application requirements, selection criteria, duration and renewal of grants, evaluation requirements, matching funds, limitation of administrative expenses, submission of reports by grantees, recordkeeping by grantees, and access to books, records, and documents maintained by grantees or other persons for purposes of audit or examination.

(c) APPLICATIONS. -- In addition to any other requirements that may be specified by the Attorney General, an application for a grant under this title shall --

(1) include a long-term strategy and detailed implementation plan;

(2) explain the applicant's inability to fund the program adequately without Federal assistance;

- 8 -

(3) certify that the Federal support provided will be used to supplement, and not supplant, State and local sources of funding that would otherwise be available;

(4) identify related governmental or community initiatives which complement or will be coordinated with the proposal;

(5) certify that there has been appropriate consultation with all affected agencies, and that there will be appropriate coordination with all affected agencies in the implementation of the program;

(6) specify plans for obtaining necessary support and continuing the proposed program following the conclusion of Federal support; and

(7) describe the methodology that will be utilized in evaluating the program.

(d) MATCHING FUNDS. -- The portion of the costs of a program provided by a grant under this Act may not exceed 75 per cent, unless the Attorney General waives, wholly or in part, the requirement under this subsection of a non-Federal contribution to the costs of a program.

SEC. 3. TECHNICAL ASSISTANCE, TRAINING, AND EVALUATION.

(a) TECHNICAL ASSISTANCE AND TRAINING. -- The Attorney General may provide technical assistance and training in furtherance of the purposes of this title.

(b) EVALUATIONS. -- In addition to any evaluation requirements that may be prescribed for grantees, the Attorney General may carry out or make arrangements for evaluations of programs that receive support under this title.

(c) ADMINISTRATION -- The technical assistance, training, and evaluations authorized by this section may be carried out directly by the Attorney General, in collaboration with the Secretary of Health and Human Services, or through grants, contracts, or other cooperative arrangements with other entities.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated \$200 million in each of fiscal years 1995, 1996, and 1997 to carry out this title.

Video Conference
Video - WETA

- ① TASC Specific version
 ② Mandate Coordination
 ③ Case Management



514-8639

787-9663

Office of Policy Development
United States Department of Justice
 10th Street and Constitution Avenue, N.W.
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I think this should do
 it. Let me know.

REVISED 3-2-94

Drug Courts Bill -- Explanation

Perhaps the most promising development in recent years in addressing the problem of substance-abusing offenders is the establishment of "drug court" programs. Available information shows the establishment of such programs in about 20 cities, and the establishment of a much larger number in other jurisdictions can be expected in the near future.

Critical elements for properly designed programs of this type include the following:

- (1) On-going judicial supervision of substance-abusing offenders in specified categories.
- (2) Information systems that provide the supervising judges with complete and prompt information about participating offenders' history and status.
- (3) Objective measurement of progress through frequent and mandatory drug-testing of participants, and other appropriate mechanisms such as day reporting, with prompt judicial reaction to relapses or failure to meet program requirements, and positive judicial encouragement of progress and success.
- (4) The threat of prosecution or incarceration for participants who do not comply with program requirements or "drop out" of the program.
- (5) Mandatory participation in substance abuse treatment.
- (6) Integration of other programmatic or "aftercare" services for participants, such as relapse prevention, counseling, education, vocational training, job placement, housing placement, health-related services, and parenting or family support services.

Drug courts and related case management programs¹ offer an alternative to the revolving door of repeated prosecution for substance-abusing offenders, and to relatively meaningless sanctions such as minimally supervised probation. They create a situation in which drug abusers cannot escape the consequences of their actions, and are provided with the necessary motivation for changing their behavior by the threat of penal sanctions for failing to cooperate or make progress. The possibilities for offenders to manipulate the system are foreclosed through

¹ "Case management" programs such as Chicago's Treatment Alternatives to Street Crime (TASC) may be implemented without necessarily creating courts of specialized jurisdiction.

continuing oversight, close cooperation among the supervising agencies, and prompt negative consequences for lapses. At the same time, related problems that contribute to substance abuse are addressed through the integrated administration of social services, tailored to the needs of individual participants.

The attached bill proposes a system of federal support to encourage and assist in the implementation of "drug courts" and related case management programs. This is essentially a new proposal.

Section XII of the Senate crime bill (H.R. 3355) is labeled as a "drug court" proposal, but its contents do not fully correspond to this designation. It is composed of three programs from earlier bills -- for pre-trial drug testing, intermediate sanctions, and correctional substance abuse treatment -- which did not in their inception have any relationship to drug courts. A section has been added at the start of the title to permit the unified administration of the three programs by the Attorney General, but this is not sufficient to transform them into an adequately designed program for the support of drug courts.

For example, the drug treatment grant program in title XII of the Senate bill could only provide funds for residential substance abuse treatment in correctional facilities lasting between 6 and 12 months, and hence could not be used at all to support the non-incarcerative drug treatment programs which are an essential element of "drug courts." The intermediate sanctions grant program in the Senate bill is not particularly related to drug abusing offenders, and it is limited in scope to offenders who are 25 or younger, foreclosing the use of the funding in relation to participants in drug court programs who are above that age. Moreover, these programs are designed as formula grant programs, which mandate the disbursement of specified proportions of the funding to the various states, with no discretion by the administering authority about what to fund. This approach provides no assurance that any particular amount of funding will be applied to drug court-related programs.²

The draft bill makes a fresh start by proposing a grant program that is specifically designed to encourage and assist drug court initiatives. The provisions of the bill are as follows:

Section 1 authorizes the Attorney General to make grants for "drug court" and related case management programs. Eligible programs would need to incorporate continuing judicial

² The House of Representatives has passed the intermediate sanctions and correctional substance abuse treatment grant programs as separate bills. The House bills do not involve even the partial revision and integration of the proposed programs that appears in the Senate bill.

- 3 -

supervision of specified categories of drug offenders, drug testing and treatment, the authority to seek or impose penal sanctions on participants who do not comply with program requirements or fail to make progress, and the integrated administration of social services as part of the program. Beyond these essential prerequisites, latitude is left for variations adapted to local conditions and experimentation with different approaches. For example, both pre-trial diversion programs and post-conviction probation programs could potentially be supported. A fully specialized court or section of a court would not necessarily have to be established, but the other minimum requirements set out in the section must be satisfied.

Section 2 provides the Attorney General with authority over the administration of the program. The various components of the Justice Department could be utilized in carrying out the program, and the Attorney General would be authorized to establish program requirements, standards, and procedures through regulations or guidelines. Subsection (c) contains specific application requirements which are designed to ensure long-term planning and the integration of funded programs with related initiatives, assistance and not replacement of local responsibility, and continuation of funded programs following the conclusion of a limited period of federal support.

Section 3 authorizes the Attorney General to carry out technical assistance, training, and evaluations in relation to "drug court" programs, either directly or through arrangements with other entities.

Section 4 authorizes an annual appropriation of \$200 million for the program in each of the next three fiscal years.

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SUMMER 1994
SPECIAL ISSUE

CJER journal

CALIFORNIA CENTER FOR JUDICIAL EDUCATION AND RESEARCH



Judicial Council
of California



California
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Association



Drug Courts: A Judicial Manual

Judge Jeffrey S. Tauber