

# **Campbell Adult**

**Drug Court Program**

**Process Evaluation**

**September 10, 1999**

# **Campbell Adult Drug Court Program Process Evaluation**

**For the Period from January 1-March 31, 1999**

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## Executive Summary

The purpose of this report is to provide the results of a process evaluation of the Campbell Adult Drug Court program. This comprehensive process evaluation included an extensive interview with the treatment coordinator of the Drug Court program, an in-depth interview with the Judge involved in the Campbell Adult Drug Court program, surveys of two community treatment providers, two prosecuting attorneys, one representative from the Campbell County Jail, and one Police Department representative. In all, 8 different individuals representing 6 different agency perspectives provided information about the Campbell Adult Drug Court program for this report.

The data for this report is for the period from January 1 to March 31, 1999. The Campbell Adult Drug Court program was established January 1, 1999 and the first client entered the Campbell Adult Drug Court program on January 5, 1999. The mission of Kentucky's Drug Courts is to create a criminal justice environment that stops illicit drug use and related criminal activity and promotes recovery. In the program model developed in Campbell County, defendants are accepted into the program by probation referrals made by the sentencing Judge. The average time spent in the program before graduation will be one to two years.

*Program Goal Achievement.* The Campbell Adult Drug Court program has six primary overall goals: promote abstinence; decrease recidivism; increase community safety; increase life skills; increase community awareness; and expand and maintain resource base. Highlights of goal achievement for the Campbell Adult Drug Court program include only four of the 133 urine screens were positive and none of the participants have been re-arrested. Also, staff are committed to ongoing training and education. For example, the Drug Court case specialist has attended a workshop entitled "Human Change: Tapping the Power of the Client." Also, the Campbell Adult Drug Court program primarily uses one treatment facility to conduct treatment services for clients but will use other community services if needed.

*Drug Court Staff and Judge.* Currently, there is one Drug Court Judge in the Campbell Adult Drug Court program. Judge Wehr has been involved in the planning of the Campbell Adult Drug Court program and oversees all of the Drug Court clients. The Drug Court program has one staff member who serves as a case specialist.

*Drug Court Clients.* Current Drug Court clients are all male, 90% white and 10% African-American. Only one client has been terminated from the program since the program's implementation.

*Additional Services and Improvements.* Services that respondents would like to see the Drug Court program offer included: (1) Ongoing treatment group sessions after the treatment program is finished at Transitions, Inc., and (2) More reports for agencies involved with the Drug Court program.

*Strengths.* Several respondents indicated that because the program is still very new, it was difficult to comment on the strengths and weaknesses of the Campbell Adult Drug Court program. However, some of the strengths that were mentioned included: (1) Education, (2) Community involvement, (3) Better relationships with other agencies, (4) True help for the addicted, (5) More intense supervision and control of clients than by probation office, (6) Possible rehabilitation instead of incarceration, (7) Putting prospective deadbeats back to work, (8) Immediacy of sanctions, (9) Threat of being sentenced to the original prison sentence, (10) Motivation of Drug Court prompts recovery and desire for recovery, (11) Support from people in recovery, (12) Support available from the Fayette Drug Court program, (13) Fair, yet stern, program, (14) Better communication/case management, and (15) Drug Court case specialist is a strong client advocate.

*Advice to new Drug Court Programs.* Respondents were also asked what advice they would give to new Drug Court programs. Their responses included: (1) Include an authority figure who is in recovery. This is someone with whom the clients can identify and can understand the clients' actions, (2) Be open to trying it and try to find the time needed, (3) Keep communication strong between the treatment providers and the Drug Court staff, (4) Learn from successes and failures of the Drug Court programs that are already in existence, and (5) Makes sure prosecutors and police are fully informed and understand the Drug Court program.

*Concluding Comments.* The following were concluding responses by various respondents. Although these are concluding comments, they also are excellent summaries of what respondents think about the Drug Court program. The case specialist stated, "Our job is not to catch [clients] doing something wrong; it's to help them, and people seem to understand that," "[Drug Court] has cooperation and trust of all individuals involved," "It's nice to work with people who are caring," and "I wish that all Drug Courts could experience the cooperation that the Campbell Adult Drug Court has." Treatment representatives stated, "So far, I like the Drug Court program. Our clients appear more connected to treatment as a result of the Drug Court program. The clients in this program seem to be held more accountable and, so far, have responded by being more responsible." Prosecution representatives stated, "This is a good program that will become even more popular and accepted by police and prosecutors as time goes by." And, jail staff indicated that, "Drug Court seems to be a good program and each county should talk to each other to get new ideas/compare notes."

*Summary.* In summary, the Campbell Adult Drug Court program was established approximately six months ago. This program is based on the *Key Components* and has three program phases which will take clients approximately 18 months to complete. As of March 31, 1999, there were eight active clients, and only four of 133 urine screens were positive. Also, no clients have been re-arrested for new offenses during this period.

The most compelling aspects of the Drug Court program are the immediate sanctions that clients are given when the program rules are violated. This aspect serves both as a motivator as well as promoting consequences for behavior. Another compelling

aspect of the Drug Court program is the judicial involvement. This aspect of the program is particularly important for several reasons. One reason is that the Judge separates the punishment process from the support that the Drug Court Case Specialist and treatment providers give the clients. A second reason is that the Judge in the Campbell Adult Drug Court program believes that he is a part of a treatment team and this treatment team approach changes lives of the clients. The Judge also believes this program is truly an opportunity to do something meaningful for both the clients and the community. Another compelling aspect of the Campbell Adult Drug Court program is the unique relationship between the Drug Court program and the sole treatment provider. The treatment provider is funded through a grant separate from the Campbell Adult Drug Court program. Finally, the Campbell Adult Drug Court program has received the overwhelming support from all parties involved.

In conclusion, this program is newly established and has had a smooth implementation. The Case Specialist and Drug Court Judge are committed to making a real difference in the lives of clients and clients as well as other key community agencies are supportive of that commitment. The overwhelming support from key community leaders will enable the program to continue to serve clients well.



## Program Description and Background

The motto for the Kentucky Drug Courts is “A chance...a change.” Kentucky’s Drug Courts are aligned with more than 200 Drug Courts across the United States. During Fiscal Year 1998, the number of drug offenses in Campbell County was 1,767.<sup>1</sup>

The Campbell Adult Drug Court program serves Campbell, Kenton and Boone counties. Clients from Gallatin and Pendleton counties may also be admitted. These counties make up the northernmost region of Kentucky and Campbell, Kenton, and Boone counties “lie within the greater Cincinnati, Ohio metropolitan area.”<sup>2</sup> According to the 1990 census, Campbell County was 82.4% urban, Kenton was 92.6% urban, Boone was 61.3% urban and Gallatin and Pendleton counties were both 100% rural.<sup>3</sup>

The first client entered the Campbell Adult Drug Court program during the first week of January 1999. The program is still in the implementation phase. Currently, eight participants are a part of the program. Six of those participants were in Phase II of the program as of April 15, 1999. One case specialist and one Judge work with the program. Judge Wehr has worked with the program since its inception. The case specialist position is strictly administrative and the Campbell Adult Drug Court program uses one treatment facility to treat clients. The treatment facility has three separate programs: one is a residential house for men, one is a residential alcohol program for women, and the third is the main office for Intensive Out-Patient care and some residential women’s treatment.

The Campbell Adult Drug Court program is grounded in the Key Components described in the 1997 publication *Defining Drug Courts: The Key Components*.<sup>4</sup> The overall mission of Drug Courts is to stop the abuse of alcohol and other drugs and related criminal activity. In exchange for successful completion of the treatment program, the court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. Drug Courts transform the roles of both criminal justice practitioners and Alcohol and Other Drug (AOD) treatment providers. The Judge is the central figure in a team effort that focuses on sobriety and accountability as primary goals. To ensure the primary goals are met, the Drug Court Standards Committee developed some key components for all Drug Court programs. The key components as described in the 1997 *Defining Drug Courts: The Key Components*, are described in the following table:

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<sup>1</sup> Count of Drug and Non-Drug Offense Charges by County for Fiscal Year 1998. Research and Statistics Department of the Administrative Office of the Courts.

<sup>2</sup> <http://www.uky.edu/KentuckyAtlas/ky-northern.html>. May 12, 1999.

<sup>3</sup> <http://www.lrc.state.ky.us/other/econ/counties>. May 12, 1999

<sup>4</sup> *Defining Drug Courts: The Key Components* (January, 1997). U.S. Department of Justice, Office of Justice Programs, Drug Courts Programs Office.

Table 1. Key Components

1. Drug Courts integrate alcohol and other drug treatment services with justice system case processing.
2. Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights.
3. Eligible participants are identified early and promptly placed in the Drug Court program.
4. Drug Courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services.
5. Abstinence is monitored by frequent alcohol and other drug testing.
6. A coordinated strategy governs Drug Court responses to participants' compliance.
7. Ongoing judicial interaction with each Drug Court participant is essential.
8. Monitoring and evaluation measure the achievement of program goals and gage effectiveness.
9. Continuing interdisciplinary education promotes effective Drug Court planning, implementation, and operations.
10. Forging partnerships among Drug Courts, public agencies, and community-based organizations generates local support and enhances Drug Court effectiveness.

### Program Goals

The Campbell Adult Drug Court program has the following program goals: (1) Continuous sobriety of clients, with sobriety meaning that the clients are actively working in a recovery program, and (2) Leading clients in the path of being productive citizens who work on a regular basis, pay their debts, pay child support, and stay out of the criminal justice system. The Campbell Drug Court program will monitor the clients over the course of the program to ensure that they remain sober and will keep participants in the program as long as they show interest in becoming productive citizens.

The Campbell Adult Drug Court program also makes regular reports to the Administrative Office of the Courts on the following goals and measures of achievement:

Table 2. Program Goals and Measures

<b>Program Goals</b>	<b>Measures for Goal Achievement</b>
1. Promote abstinence	Drug free babies; clean urines; number of meetings attended (AA/NA, treatment groups, education, case specialist meetings)
2. Decrease recidivism	# re-arrests while in program and after graduation (tracked with Courtnet, a daily jail list, and arraignments are monitored daily as well)
3. Community safety	Lower community drug arrests; lower property crime
4. Increase life skills	Court approved housing; court approved employment; education level of clients; gaining/keeping custody of children
5. Community awareness	# media contacts; national recognition; additional funding; requests to speak; more referrals
6. Expand and maintain resource base	Expanding and maintaining the number of agencies the Drug Court program can refer clients to or who work with the Drug Court program

***Program Goal Achievement.*** Indicators for each of the program goals described in Table 2, are listed below. Information is from the first three monthly reports (January to March, 1999) and from the first quarter report (January 1-March 31, 1999).

1. Promote Abstinence

- 133 urine screens were checked and only 4 were positive.
- 55 individual counseling/treatment sessions were held.
- 56 group sessions were conducted.
- 81 family sessions were conducted.
- 22 Drug Court sessions were held.

2. Decrease Recidivism

- Due to the length of the program and the recent start date, no clients have graduated to date.

3. Community Safety

- Community safety is a long-term goal of the program and has not yet been measured. However, it should be noted, that for the period of time that clients are in the Drug Court program (approximately one to two years), clients are closely supervised. During this supervision period there are very few new arrests, few dirty drug screens, the majority of clients are paying child support or caring for their children, and the majority are paying any other debts they may have incurred. This close supervision contributes in a substantial way to the community safety.

4. Increase Life Skills

- 1 participant continued to attend either adult education classes of high school.
- 7 employment/education verifications were made.

5. Community Awareness

- A newspaper article about the Campbell Adult Drug Court program is planned for the Summer of 1999.

6. Expanding and Maintaining Resource Base

- Primarily uses Transitions Inc.
- The services of other local organizations can and will be utilized by Drug Court if necessary.
- The Case Specialist attended “Human Change: Tapping the power of the client” at Northern Kentucky University, sponsored by the Department of Veteran’s Affairs Medical Center.

*Client Goals.* The following overall client program goals are printed in the client handbook.

Table 3. Client Goals

1. To learn to be drug free.
2. To learn better ways of coping with life.
3. To adjust to a drug-free lifestyle.
4. To develop a non-criminal pattern of living.
5. To enhance employment skills through vocational training and education pursuits.
6. To attend NA/AA and other support groups.
7. To increase social skills.
8. To enhance self-esteem and self-motivation.
9. To learn the warning signs of relapse and develop a relapse prevention plan.
10. To accept responsibility for financial obligations and learning budgetary skills.
11. To develop time management skills.

### Recruitment and Screening

Drug Court clients are all volunteers. Typically, clients learn about Campbell Adult Drug Court program in a variety of ways, including: (1) Brochures inviting defendants to apply, (2) Defense council informing defendants of Drug Court, (3) Judge informing defendants of Drug Court, and (4) Word-of-mouth between inmates. Currently, clients have only entered the program through the probation track. The Kentucky Supreme Court adopted a Pre-trial Diversion Program as of January 1, 1999 and the local courts are currently trying to implement this program. However, the case specialist expected that the diversion track would be used sparingly.

The defense counsel refers potential clients to the case specialist for an interview. The case specialist discusses the client's eligibility with the defense counsel and the prosecuting attorney. The treatment coordinator from the Kenton Drug Court conducts a substance abuse assessment at the Campbell County Jail. The case specialist will also obtain a Presentence Investigation Report (PSI) or, if it is a probation revocation case, he will discuss the client with the Office of Probation and Parole. The police liaison for the Campbell Adult Drug Court program discusses the client with the arresting officer. After these assessments are completed, the case specialist refers the client to the Judge.

There are some exclusionary criteria for the Campbell Adult Drug Court program. Clients must not be violent felony offenders. Felony sex crimes and trafficking charges are also exclusionary factors. Clients with trafficking charges who traffic to support their own habit may be allowed into the Campbell Adult Drug Court program. Trafficking will be determined on a case-by-case basis.

### Capacity

As of April 15, 1999, the Campbell Adult Drug Court program has eight clients. Clients enter the program separately. The limit to the number of clients who can be in the

program will be 20. At the present time, once clients are determined to be eligible for the Campbell Adult Drug Court program, they are accepted on a “first come, first served” basis. However, once the program has reached its capacity, further assessments of clients may be required before entrance. Currently there is no waiting list, but as enrollment in the program increases, a waiting list may be created.

*Timing.* The planned time in the program for a typical participant from start to successful completion will be approximately 18 months. If a client does well in the program, they might be able to graduate in a year’s time. Currently, no clients have graduated from the Campbell Adult Drug Court program. The process of entering the Campbell Adult Drug Court program can take between four days and two weeks. Eligibility assessment and drug testing are done simultaneously. Determination of program eligibility to official program entry can take between one day and one week, depending upon the next court date. Once the client has entered the program, they meet with the treatment provider as soon as possible and develop the Individual Program Plans.

### Treatment Programming

*Assessment of Needs.* Potential clients must undergo an assessment to establish drug dependency and a history of drug use. The Addiction Severity Index (ASI) is administered by the treatment coordinator of the Kenton Drug Court program while the potential clients are in jail. The ASI is the only standardized assessment instrument used in the Campbell Adult Drug Court program. The ASI<sup>5</sup> is a multidimensional instrument used to diagnose, evaluate, and assess change in a client’s drug abuse patterns. It identifies personal and family background, current status, and problems in six domains including medical status, employment/support status, drug/alcohol use, legal status, family/social relationships, and psychiatric status. The ASI is a computerized assessment tool based upon the concept that successful treatment of drug offenders must address problems which may have contributed to their drug dependency. It takes approximately 45 minutes to administer. The ASI is used to determine program eligibility and is shared with the treatment provider to determine client needs for a treatment program. (See Appendix C for ASI Client Examples)

*Program Documentation.* Each client receives a program handbook. The handbook describes the program, the expected goals for each client, costs and payments, participant rules, program requirements, individual, group, and family counseling, chemical dependency education, support groups, incarceration, employment, the vocational/job training component, vocational rehabilitation, random drug screens, discharge, graduation, and program hours. (See Appendix B for a copy of the Drug Court Handbook) In addition, clients sign an Agreement of Participation and an authorization for the PSI to be shared with the treatment facility.

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<sup>5</sup> NIDA (1995). “Assessing Client Need Using the ASI: A Handbook for Program Administrators.” U.S. Department of Health and Human Services, Public Health Service, National Institutes of Health. NIH Publication No. 95-3619.

*Individual Program Plans (IPP).* Each client in the Campbell Adult Drug Court program receives an individualized program plan (IPP). The plans outline specific responsibilities and goals with timetables. The plans may include group, family, and individual counseling; frequent and random drug testing; educational and vocational training; and health and community activities. Clients have some input into their program plans. Individual Program Plans are developed with information from the client's PSI, their criminal record, and their history of drug and alcohol problems. Treatment plans differ by phase in terms of the intensity of treatment and the time spent in treatment groups.

*Phase I* has no minimum or maximum time for completion. Clients are required to attend treatment sessions at Transitions, the independent treatment facility. During Phase I, clients attend group sessions five days per week, Monday through Friday. These group sessions last four hours per day. Clients are also required to attend Alcoholics Anonymous meetings every day. Clients are required to provide three random urine samples per week. Also, clients must be working or in educational training. If they are not working or in educational training, they must perform community service. If they do not comply with the community service requirement, they are jailed. Clients are not allowed in bars or around people who are continuing to use or deal drugs. Clients must also pay attention to their families. Clients attend Drug Court sessions once per week during Phase I.

During *Phase II*, clients are required to attend group sessions for two hours per day on Mondays, Wednesdays, and Fridays. Clients provide two random urine screen per week and the clients attend Drug Court sessions every other week. However, the required attendance at AA meetings is not reduced; clients must continue to attend AA sessions every day.

In *Phase III*, clients are required to attend one two-hour group session per week; usually on Tuesdays. This is the treatment aftercare phase of the treatment program. Clients attend one Drug Court session every third week and must attend a minimum of six hours of meetings per week at Alcoholics Anonymous. Clients must be regularly going to their jobs and have approved housing. Clients in Phase III will possibly be required to do an undetermined amount of community service.

*Individualization.* Clients receive some of the same treatment components. However, much of the treatment is individualized to meet the individual clients needs. Some of the degrees of individualization come in the form of family counseling, the number of urinalyses, employment training, anger management, and dual diagnosis counseling. If a client has more problems with drugs rather than alcohol, they will be directed to Narcotics Anonymous meetings rather than Alcoholics Anonymous meetings. The treatment facility will also inform the case specialist of any special needs that a client may have so that the case specialist can help the client focus on these needs. Clients will also attend individual sessions as needed.

*Drug Court Sessions.* The Drug Court program participants are seen on a Drug Court docket/calendar. Sessions are held once every week at 8 a.m. Thursday mornings, with clients attending according to their phase requirements. The Judge speaks with every client. The Judge and case specialist meet before the Drug Court sessions to discuss clients.

Drug Court hours are from 7:30 a.m. to between 3:30 and 6:30 p.m. Clients are allowed to meet with the case specialist at anytime, although most meetings with the case specialist and individual counseling must be scheduled. Clients also see the case specialist outside of office hours at AA meetings and they can call him at home. Emergency counseling is also available for clients.

*Payments.* Drug Court clients are required to pay court related financial obligations such as child support, restitution, any legal fees, and victim payment. Clients are also required to pay for their medical fees. If clients have been released from the Droege House treatment facility, they are required to pay for their own urinalysis. The treatment facility is paid through an outside non-profit agency fund, therefore, clients are not required to pay for treatment costs.

*Program Rules.* Participants also have specific rules they are required to follow while participating in the Drug Court program. These rules include:

1. Appropriate clothing is expected at all times. You must wear a shirt or blouse, pants or skirt, and shoes. Sunglasses will not be worn inside the Drug Court Center or Court. Clothing bearing drug or alcohol-related themes, or promoting or advertising alcohol or drug use is not allowed. No gang colors or gang clothing shall be worn in the Center or Court.
2. You must attend all scheduled counseling sessions, educational sessions, and Court session, unless you obtain prior approval. You must arrive on time and not leave until the meeting is over. If you are late, you may not be allowed to attend the session and may be considered absent. Arrangements must be made to make up missed groups before your next court appearance.
3. The following actions will not be tolerated:
  - ❖ Violence or threats of any kind
  - ❖ Use and/or possession of drugs and/or alcohol
  - ❖ Belligerent behavior
  - ❖ Possession of any type of weapon
  - ❖ Inappropriate sexual behavior or harassment
4. Your family and/or friends, including children, cannot loiter on the premises. If they are providing transportation, they should simply drop you off and pick you up at the end of the session.
5. You may not carry beepers or cellular phones to Court or group sessions.

6. All participants must notify staff of any arrest or court obligations.
7. The program shall comply with KRS 620.030 regarding the reporting of cases of abuse or neglect of minors. The program shall also comply with KRS 209.030 regarding the reporting of cases of abuse and neglect of adults. Federal law and regulations do not protect any information about suspected child abuse or neglect from being reported under state law to appropriate state or local authorities.
8. You will be expected to maintain appropriate behavior at all times during Drug Court sessions and while in the courthouse. You will be permitted to show support and encouragement to fellow participants by applause, but only during appropriate times. Your behavior and demeanor while in the courthouse is a reflection on the entire program. Maintaining appropriate behavior is indicative of the progress you and your fellow participants are making toward your recovery.
9. All participants must comply with the following curfew times: Sunday-Thursday, 11:00 p.m.; Friday-Saturday, 12:00 a.m. The only exceptions must be approved by the Drug Court Judge or staff. If you work later than these hours, you have 30 minutes leeway to get home.

In addition, although Drug Court sessions and treatment sessions may require transportation, this service is not provided by the Campbell Adult Drug Court program. Childcare is provided at WRAP House, a treatment facility where children live with their mothers. Currently there are no women in the Campbell Adult Drug Court program and clients are required to find their own childcare if needed.

*Employment.* Clients are required to be employed throughout the Drug Court program. The case specialist calls the employers and makes site visits to verify employment. If a client needs help finding a job, the case specialist can refer the client to places needing employees. Clients also refer one another to various places of employment. The Campbell Adult Drug Court program also uses the unemployment office to aid clients and the treatment facility has a class geared toward employment issues. If a client does not find work, they will be required to do community service. Places where clients have found jobs include White Castle and Radac.

*Housing.* Clients are also required to have court-approved housing throughout the program. The case specialist verifies housing through home visits and general knowledge of the area. Home visits are scheduled to help the client gain trust in the case specialist. To date, housing has not been an issue for the Campbell Adult Drug Court program. However, if clients were to need help finding housing, the case specialist would help clients by providing a local newspaper with housing listings. The case specialist might also help a client look for housing.



### Treatment Modalities Used

The Campbell Adult Drug Court program uses one treatment facility. Transitions, Inc. has a residential house for men, a residential alcohol program for women, and the main office for Intensive Out-Patient care and some residential women's treatment. The majority of treatment services, with the exception of AA and NA, are provided at Transitions. Transitions is funded through a non-profit organization outside of the Campbell Adult Drug Court program. The following table represents the different treatment and program modalities that are used in the Campbell Adult Drug Court program. As indicated, many of the treatment and program modalities described below are used as needed on an individualized basis.

Table 4. Treatment Modalities

<i><b>TREATMENT COMPONENT</b></i>	<i><b>RATING*</b></i>	<i><b>DURATION</b></i>	<i><b>SESSIONS</b></i>	<i><b>WHERE PROVIDED</b></i>	<i><b>SHOULD BE ADDED OR DROPPED</b></i>	<i><b>COMMENT</b></i>
<b>Substance Abuse Treatment Components</b>						
Detox	4	1-2 Weeks	N/A	In patient	In effect	Individualized
Methadone maintenance	1	N/A	N/A	N/A	Don't have	
Medical treatment (e.g., prescription drugs)	4	MD's direction	N/A	MD	In effect	
Individualized treatment plans	5	1 to 1 ½ years	Daily/ Weekly	Transitions	In effect	
Staged recovery process model or "treatment matching" model	5	1 to 1 ½ years	Daily/ Weekly	Transitions	In effect	
Relapse prevention model	5	Weekly and as needed	Weekly and as needed	Transitions	In effect	
Substance abuse education	5	1 month	Weekdays and as needed	Transitions	In effect	
AA/NA type 12-step model	5	Lifetime	4-7/Weekly	Greater Cincinnati	Imperative	
Self-help therapy using a manual or diary	3	N/A	N/A	N/A	N/A	
Acupuncture/Acupressure	3	N/A	N/A	N/A	N/A	
Hypnosis	3	N/A	N/A	N/A	N/A	
Other drug/alcohol treatment	5			AA/NA meetings		
<b>Management of Services</b>						
Case management (emphasis on procuring and monitoring service from various agencies to insure delivery of treatment to the clients in the program)	5	Duration of treatment	N/A	Transitions and North Key	In effect	

\* 1=Not at all critical 2=Not critical 3=Not sure 4=Critical 5=Extremely critical

<b>TREATMENT COMPONENT</b>	<b>RATING*</b>	<b>DURATION</b>	<b>SESSIONS</b>	<b>WHERE PROVIDED</b>	<b>SHOULD BE ADDED OR DROPPED</b>	<b>COMMENT</b>
Casework (extends beyond case management and includes active integration of the care provided, counseling from a social work perspective, and involvement with the client's family)	5	Throughout treatment	N/A	Transitions and North Key	In effect	
Advocacy for obtaining services/benefits for the client (e.g., unemployment benefits)	2	N/A	N/A	Transitions	Dropped	Require client to do for him/her self
<b>Mental Health Services</b>						
Individual Counseling						
Scheduled group therapy or group counseling	5	Through out treatment	More and then less	Transitions	N/A	
Family therapy	5	Through out treatment				
Art or recreation programs as therapy	3	N/A	N/A	N/A		
<b>Housing Services</b>						
Housing assistance	4	When necessary	N/A	Drug Court		
Halfway house	5	When necessary				
<b>Education</b>						
Education (academic or remedial focus)	5	When necessary				
Vocational skills training	5	When necessary				
Readiness for vocation	5	When necessary				
<b>Employment</b>						
Work release	4	N/A	N/A	Jail		
Employment counseling	3	When necessary				
<b>Other Training</b>						
Social skills development training	5	Part of treatment				
Problem solving skills training	5	Part of treatment				
Life skills training	4	Part of treatment				
Parenting classes	5	Part of treatment				
Cognitive behavioral (e.g., teach self-reinforcement)	4	Part of treatment				

\* 1=Not at all critical 2=Not critical 3=Not sure 4=Critical 5=Extremely critical

<b>TREATMENT COMPONENT</b>	<b>RATING*</b>	<b>DURATION</b>	<b>SESSIONS</b>	<b>WHERE PROVIDED</b>	<b>SHOULD BE ADDED OR DROPPED</b>	<b>COMMENT</b>
Training in anger management or aggression management	4	When necessary				
Stress management	4	When necessary				
Biofeedback training	3	When necessary				
Relaxation methods	3	When necessary				
Transcendental meditation	2					
Thinking errors approach	3					
Moral or ethical training	2					
<b>Other Components</b>						
Mentoring or big brother	1					
Book reports	2					
Good deed reports	3					
Journaling	4					
Contingency contracting (combines both rewards and punishments for specific named behaviors)	5	Through out term in Drug Court				
Token economy	3					
<b>Health</b>						
Health care (medical, dental)	5	Through out treatment				
Referrals to health care organizations	5	Through out treatment				
Physical exercise	3					
HIV testing referral	4	When necessary				
TB testing referral	4	When necessary				

\* 1=Not at all critical 2=Not critical 3=Not sure 4=Critical 5=Extremely critical

**Other Program Components.** In addition to each of the treatment components, there are several components of the Campbell Adult Drug Court program that help to make the program unique: community service and heavy involvement in a long-term recovery program. Other program components may be developed for Phase III.

**Community service** is used both as a sanction and as an added program component for some individuals. Clients may choose to do community service. Clients may work in the courthouse, with charitable organizations, with the police, and in soup kitchens in the area. Clients may also work at Alcoholics Anonymous' clubhouses in the area.

**Long-term recovery** is a program goal that is stressed to each of the clients. Heavy involvement in AA or NA is required. Clients must attend numerous meetings at AA or NA each week. Community service is available at the AA clubhouses in the area. The case specialist stresses the need to help other alcoholics.

Other program components that may be developed for clients in Phase III include book reports, journal assignments, physical exercise, and good deeds.

*Client Contact.* Clients have contact with a variety of program components on a regular basis during the Campbell Adult Drug Court program. In addition, the contact they have with various program components changes as they move through program phases. A summary of client contact by program component is presented in the following table.

Table 5. Summary of Client Contact with Program Components

	<i><b>PHASE I</b></i>		<i><b>PHASE II</b></i>		<i><b>PHASE III</b></i>	
	<i><b># times</b></i>	<i><b>Per</b></i>	<i><b># times</b></i>	<i><b>Per</b></i>	<i><b># times</b></i>	<i><b>Per</b></i>
Substance abuse individual counseling	as needed		as needed		as needed	
Substance abuse group counseling	Monday-Friday 4 hours/day		MWF 2 hours/day		Tuesday 2 hours	
Other counseling	as needed		as needed		as needed	
Drug Court Judge	1	week	2	month	1	month

### Relapse Patterns

As of April 15, 1999, only one client has relapsed. The case specialist believes that relapses start long before a client actually re-uses drugs or alcohol. Clients who do not follow the recovery program faithfully or who stop going to recovery programs are more likely to relapse. The case specialist believes that client success depends upon the maintenance of their spiritual condition.

### Client Monitoring

Clients are monitored by the case specialist, by the Drug Court Judge, and by the treatment facility.

*Urine Drug Testing.* One of the most important ways clients are monitored in the Drug Court program is through urine drug testing. Drug testing is handled by the treatment facility, which screens clients weekly. Clients are tested three times per week in Phase I and twice per week in Phase II. The frequency of urine testing for Phase III has not yet been determined. Clients are tested for alcohol, marijuana, cocaine, opiates, benzodiazepines, barbiturates, and amphetamines. Clients are also tested for their creatinine level to indicate whether or not they have tried to dilute their urine. Clients are required to pay for their urine drug screens. Urine screens cost approximately \$8.

*Sanctions and Rewards.* There is one system of graduated sanctions and rewards. However, sanctions are applied on a case by case basis. If a different sanction is used for the same act of noncompliance, the Judge will explain to all the clients why the sanction was chosen. Dirty urine screens; being late for Drug Court sessions, group sessions, work; missing Drug Court sessions, group sessions, work, or urine screens; and any other failure to comply with program rules will prompt the use of sanctions. Sanctions may range from one hour of community service to one month in jail. Clients may also be demoted on phase.

Clients who comply with program rules will be rewarded. Phase promotion is the major reward for program compliance. Clients may also receive praise and encouragement for compliance.

*Graduation.* The minimum time for graduation is 12 months. Clients must have had stable living conditions for at least 12 months and clean urine screens for at least twelve months before graduations. Unless a client is on social security insurance, they are required to be employed throughout the program. To date, no graduations have taken place. Police representatives, local politicians, defense lawyers, prosecutors, representatives from Pre-Trial Services, representatives from the Administrative Office of the Courts, the Drug Courts Manager, and clients' families will all attend graduations. Judges from other jurisdictions and anyone else interested in the Drug Court program may attend graduations, as well. A minimum of five clients will graduate at one time. Clients will be presented with currently undetermined special rewards.

*Program Removal.* As of June 18, 1999, only one client had been removed from the Campbell Adult Drug Court program. If a client demonstrates a total inability or refusal to comply with program rules or treatment facility rules, they will be removed from the Drug Court program. Clients will be notified of failure by the Judge in court. Clients removed from the program will have their probation revoked and they will be sentenced to prison time.

### Aftercare

There currently is no aftercare program for the Campbell Adult Drug Court program. Phase III of the Drug Court program is the aftercare part of Transitions' treatment program.

### Information Capabilities and Reporting

Regular reports about Drug Court clients are made. For example, the case specialist makes reports about clients regularly to the Drug Court Judge. Reports are also made to the Administrative Office of the Courts on a monthly and quarterly basis.

Reports to the Judge are presented in both narrative and score card form. Reports include urinalysis results, record of treatment attendance, appearance for urinalysis, appearance at court hearings, notes on participants compliance with court ordered

conditions, counselor notes, and treatment provider notes. Also included in the reports are general observations of the clients, the client's ability to get along with others, issues in the client's life, employment, and family situation.

Aggregate status reports are produced on a monthly and quarterly basis. Monthly aggregate reports include number of candidates referred, assessed drug screens, number of candidates eligible, and number of clients transferred. Also reported are number of participants moving to each phase, number of court sessions, number of participants identified as using based on urine screens, number of individual sessions, number of group sessions, number of family/support sessions, number of employment and housing verifications, amount paid toward court obligations, number of sanctions, number of participants re-arrested for new charges, number of terminations, and total number of active participants in the proceeding month. (See Appendix E for examples of a monthly report). Quarterly reports summarize monthly statistics and the progress toward program goals and measures outlined in the Program Goals section of this report. (See Appendix F for examples of quarterly reports).

Currently no clients have been transferred from the program. However, the Campbell Adult Drug Court does have the capability to produce transfer reports. Clients will be able to be transferred to and from the Kenton Drug Court and the Hamilton County, Ohio Drug Court.

Expenditure reports will be handled by the Drug Courts Manager in Lexington, Kentucky. The treatment facility is not paid by the Campbell Adult Drug Court program for treatment services.

#### Program Decision Making

The Campbell Adult Drug Court program is a part of the Administrative Office of the Courts Drug Courts Division. In addition to this organization, the Drug Court Judge, case specialist, and treatment provider make decisions concerning the Campbell Adult Drug Court program.

#### Funding

The Campbell Adult Drug Court program is funded by a federal Byrne grant. Clients in the Campbell Adult Drug Court program may be required to pay for their urinalyses if they can afford the payment and unless they are living in Droege House. Clients also pay any applicable court costs such as child support, restitution, legal fees, medical fees, and victim payments. Transitions, Inc. provides treatment services to the Campbell Adult Drug Court program free of charge.

#### Evaluation

The Campbell Drug Court program currently does not plan to track graduates or drop-outs, unless requested to do so by the Administrative Office of the Courts. Once

clients have graduated from the Drug Court program they will either be conditionally discharged or be placed back on probation and monitored by their probation officers. The case specialist believes that many clients will stay in touch with him after graduation through their own desire. The number of graduations is the currently planned measure of effectiveness for the Campbell Adult Drug Court program.

#### Potential Program Changes

One of the problems with the Campbell Adult Drug Court program is the lack of treatment groups after a client is finished with the three phases at the treatment facility. The case specialist does not feel qualified to conduct treatment group sessions and it is difficult to group all the clients together with their different job schedules. The case specialist would also like to see the current program expand.

#### Program Strengths

Some of the useful components of the Campbell Adult Drug Court program include: (1) Immediacy of sanctions for noncompliance, (2) Threat of being sentenced to the original prison sentence, and (3) Motivation of Drug Court prompts recovery and desire for recovery.

#### Advice to Other Drug Courts

The advice to other Drug Courts included: be absolutely sure that there is someone in a responsible position who is in recovery. This is someone with whom the clients can identify and can understand the clients' actions.

## Staff Characteristics

Currently only one staff member works with the Campbell Adult Drug Court program. The sole staff member is a case specialist who manages the Drug Court program. He is responsible for agency coordination, information management, case management, program monitoring, assessing success of the program, program reviews, and recommending modifications. Treatment services are provided by an independent treatment facility.

*Background.* The case specialist is a recovering alcoholic and is an active member of Alcoholics Anonymous. He has served on various boards of organizations dedicated to AA and was the chairman of the Lawyers Helping Lawyers of the Kentucky Bar Association. He has also worked as both a prosecuting attorney and a defense lawyer prior to his involvement in the Campbell Adult Drug Court program. Prior to the Campbell Adult Drug Court program, he assisted other defense attorneys in drafting probationary plans for clients.

*Training.* The case specialist has attended continuing education programs about substance abuse. He has attended various Drug Court training sessions. He is also currently working toward Certification for Alcohol and Drug Counseling (CADC).

*Drug Court Judge.* One Judge currently works with the Campbell Adult Drug Court program. Judge William Wehr has been on the bench 11 years and has worked with the Campbell Adult Drug Court since its inception. Judge Wehr attended Drug Court training sessions at various locations and programs on alternative sentencing options. He also shares notes with Judge Gregory Bartlett of the Kenton Drug Court program.

*Advisory Committee.* At the beginning of the Campbell Adult Drug Court program there was an ad-hoc advisory committee. Representatives on the committee included a prosecuting attorney, a defense attorney, a police representative, a representative from Pretrial Services, a probation officer, the Drug Court Judge and the case specialist. The advisory committee no longer meets. The Judge, the case specialist, and the police representative attended Drug Court training sessions to prepare for the Campbell Adult Drug Court program.

*Volunteers and Interns.* The Campbell Adult Drug Court program currently does not use volunteers or interns. Volunteers and interns may be used in the future to assist the case specialist in employment on-site visits, home visits, and Drug Court paperwork.

*Resource Sharing.* The Campbell Adult Drug Court program has been assisted by various organizations and individuals. The Administrative Office of the Courts Drug Court Manager and Field Coordinator have assisted with program development. The Kenton Drug Court Treatment Coordinator performs the assessment screening for Drug Court clients. Transitions, Inc. provides free treatment services to the Campbell Drug Court program. The Campbell Adult Drug Court program will also be able to share



information and clients with the Kenton Drug Court program and the Hamilton County, Ohio Drug Court program.

## Community Organizations

Community organizations will be used for media coverage and are currently used for community service. The case specialist intends for an article about the Campbell Adult Drug Court program to be published in the Spring or Summer of 1999. Community organizations are used as locations where clients can do community service.

The following organizations provide a place for Drug Court clients to do community service:

Table 6. Community Agencies

Brighton Center
Hosea House
Promises, Inc.
Local police department
Courthouse
Local AA Clubhouses
531 Inc.

### Client Characteristics

As of June 18, 1999, eleven clients have been admitted to the Drug Court program. Nine of the current clients are white males and one is an African-American male. One client has been terminated from the program. The following table summarizes client characteristics as of June 18, 1999.

Table 7. Current Client Characteristics

<b>CHARACTERISTIC</b>	<b>FEMALES</b>	<b>MALES</b>
<b>Ethnic Background</b>		
White	0	9
Black	0	1
Other	0	0
<b>Age</b>		
Youngest	N/A	23
Oldest	N/A	42
Average Age	N/A	32
<b>Medical Status</b>		
Pregnant	N/A	0
HIV Positive	N/A	0
Active AIDS	N/A	0
<b>Participation in Other Programs</b>		
Work release	N/A	0
Vocation training	N/A	0
GED	N/A	2
AA/NA	N/A	10
<b>Pre-program Employment Status</b>		
Full-time employed	N/A	5
Part-time employed	N/A	2
Unemployed	N/A	3
<b>Current Employment Status</b>		
Full-time employed	N/A	5
Part-time employed	N/A	2
<b>Marital Status</b>		
Married (Legal or common law)	N/A	4
Divorced/separated	N/A	6
<b>Education</b>		
Less than High School	N/A	2
HS graduate or GED	N/A	7
Education beyond HS	N/A	1

<b>CHARACTERISTIC</b>	<b>FEMALES</b>	<b>MALES</b>
<b>Pre-Program Living Status</b>		
With spouse	N/A	1
With spouse and children	N/A	3
With children	N/A	1
Alone	N/A	2
With other relatives	N/A	2
In residential substance abuse program	N/A	1
<b>Current Living Status</b>		
With spouse	N/A	0
With spouse and children	N/A	3
With children	N/A	1
Alone	N/A	3
With parents	N/A	1
With other relatives	N/A	2
<b>Children</b>		
Total # of active clients who have children	N/A	8
# active clients currently without custody	N/A	2
# gained custody since entering the Drug Court program	N/A	0
<b>Treatment History-% with Prior</b>		
Residential Treatment	N/A	2
Outpatient	N/A	0
AA/NA	N/A	5
Other	N/A	3
<b># Clients Graduated</b>	N/A	0
<b># Clients Terminated</b>	N/A	1
<b># Clients Still Active</b>	N/A	10

As the table indicates, current clients are 90% white and 10% African-American. All of the current clients are male. Also, clients have an average age of 32 with ages ranging from 23-42 years old. Eight of the clients have children, four are married and six have never been married. Before entering the Campbell Drug Court program, 50% were employed full-time and 20% were employed part-time; after Drug Court program 50% were working full-time.

All of the clients had been in treatment prior to entering the Drug Court program. Participants had an average of 12 prior charges. It is common for clients to have had a history of the following kinds of charges: disorderly conduct, misdemeanor alcohol and other drug offenses, receiving stolen property, flagrant non-support, possession of

marijuana, possession of drug paraphernalia, and resisting arrest. The primary drugs of choice of the Campbell Adult Drug Court clients are alcohol, crack, and heroin.

## Perceptions

### Judge Perceptions

One Judge currently works with the Campbell Adult Drug Court program. Judge William Wehr has been on the bench 11 years and has worked with the Campbell Adult Drug Court since its inception. He has created a Community Corrections program in Campbell County prior to starting the Campbell Adult Drug Court program. The Community Corrections program is similar in supervision to the Drug Court program. Judge Wehr attended Drug Court training sessions at various locations and programs on alternative sentencing options. He also shares notes with Judge Gregory Bartlett of the Kenton Drug Court program. Judge Wehr intends to work with the Drug Court program for at least a full year to see if he is satisfied with the program.

The Judge believes that the Drug Court program has impacted the judicial system positively. He became involved with the program because Judges who he knows and respects have started programs across the state of Kentucky. The Judge believes that the Drug Court programs are starting to change the mindset that the judiciary has about sentencing. Judge Wehr feels that Judges should have to look at all the alternatives to traditional sentencing. He believes that it is too early in the Campbell Adult Drug Court program to determine if it has made an impact on the community. Judge Wehr feels that if the program impacts only the lives of the participants who go through the program, then the program is worth the effort.

The Judge believes that all of the clients had been in some sort of drug or alcohol treatment prior to entering the Campbell Adult Drug Court program. Court intervention and support are the two important factors that the Judge feels make the Drug Court program different from other treatment programs. Clients appear before an authority figure who can take away their freedom, but they also have someone who can help them with their self-esteem.

The Judge believes that clients find out about the Drug Court program through the defense counsel and through education programs that the Campbell Drug Court has conducted. Local law enforcement also recognize offenders that they believe would be eligible for and do well in the Drug Court program. The Judge also believes that the Drug Court program rules are clear to clients. He feels that clients are happy to be in the program.

Due to the relative newness of the Campbell Adult Drug Court program, the Judge feels that it is too soon to firmly say whether or not the program takes too long to complete or if the testing for drugs in each of the phases is done frequently enough. Currently the Judge believes that the program requirements are appropriate for the Campbell Adult Drug Court program.

The Judge believes that clients choose to enter the Drug Court program mainly to avoid a jail sentence. He believes that clients choose to remain in the program because the clients are finally finding things in their lives about which they can be positive.

The Judge feels that if the Drug Court program provided drug testing and court hearings but no treatment that the program would fail. He also believes that if clients appeared before the Drug Court Judge less often, they would be more likely to fail. He sees the role of the Judge as very important in the Drug Court program. He does not believe that the Drug Court program could hold sessions more frequently than once per week. The Judge also believed that the continuity of appearing before only one Judge is important, although he does not believe that it would be detrimental to the program if another Judge were to fill in from time to time. In fact, another Circuit Court Judge has filled in for Judge Wehr once and Judge Wehr believed that the other Judge can now understand the Drug Court program better.

The Judge's philosophy regarding the sanctioning process is still developing. He believes that it is important to remain consistent in the sanctions given to every one of the Drug Court clients. The change from sentencing offenders to prison time to recognizing the need for treatment is an adjustment that the Judge has had to make. Similarly, the Judge is limited in the reward process so far. He believes that clients are rewarded by keeping their freedom and rewarded in their graduation from the program. He feels that the one true reward available is the possibility of amending a charge of felony possession to a misdemeanor.

The Judge believes that being on a schedule and being responsible is particularly difficult for Drug Court clients. He believes that any sort of pressure can trigger a relapse in clients. The Judge believes that the most important things clients can do to be successful in the Drug Court program are: be responsible, become educated about their substance about problems, and to learn as much as they can. He believes that those clients who have not hit bottom yet may not successfully complete the Drug Court program. He believes other clients may simply not have the mental or emotional strength to complete the program.

The Judge believes that most helpful aspects about the Campbell Adult Drug Court program are having support from people who are in recovery and having support available from the Fayette County Drug Court program.

The Judge believes that an effective gauge of success of the Campbell Adult Drug Court program will be if clients successfully make it through four years of probation after the Drug Court program. He believes that clients will be more susceptible to relapses once they have completed the treatment program.

The Judge suggested that communities thinking about implementing a Drug Court program should be open to trying it, and to find the time needed to implement and maintain a Drug Court program.

### Treatment Perceptions

Representatives from the following treatment facilities completed surveys concerning the Campbell Drug Court program:

Table 8. Participating Treatment Facilities

<b>Treatment Facility</b>	<b># of DC Clients Ever Served</b>
Transitions, Inc. Intensive Outpatient	5
Transitions, Inc. Droege House	8

Both agencies are non-profit organizations, which began working with the Drug Court Program in January 1999. As of March 22, 1999, the Intensive Outpatient facility has served five Drug Court clients. The treatment respondent representing the Droege House indicated that they have served eight Drug Court clients as of March 31, 1999. Both treatment representatives indicated that the services their program provides to Drug Court Clients have remained unchanged since first working with the Drug Court clients.

One treatment representative indicated no staff members are solely dedicated to the Drug Court program although the Treatment Supervisor acts as the liaison between the treatment program and Drug Court program. The Supervisor consults with the treatment staff and reports to the Campbell County Drug Court Case Specialist. The other treatment representative indicated that there are two staff members solely dedicated to Drug Court. Both treatment representatives indicated the Drug Court program has not had any impact on orientation/ training and policies and procedures of the treatment facilities.

One treatment representative indicated that Drug Court clients wait an average 14 to 30 days before entering the treatment facility. The other treatment representative noted that there is a minimum waiting period of 7 to 10 days, before clients may enter the facility. The clients may enter the Droege House in-patient detoxification program, where they are then assessed to determine what services are to be provided. One respondent indicated the treatment program requirements are explained to the Drug Court clients during an initial counseling session within the first 48 to 72 hours of intake.

To assess the Drug Court clients at intake, the Droege House uses their own instrument. This instrument is used for DSM-IV diagnosis. The treatment representative indicated the Outpatient treatment facility uses a modified version of the ASI (Addiction Severity Index) along with the PSI (Pre-Sentence Investigation) to assess Drug Court clients. These instruments are used for needs assessment and DSM-IV diagnosis.

Neither treatment facility provides transportation for clients. One representative indicated that clients who are in need of childcare services may use the WRAP facility, but both noted that normally clients must arrange for their own childcare.



Services specifically provided for Drug Court clients, at the treatment facilities, include: Detoxification; Individualized treatment plans; Alcohol/ Drug education; AA/NA 12-Steps model; Relationships group; Life skills; Parenting; Criminal thinking errors; Recovery education; Anger management; Relaxation; Family (Disease Concept) group; Step groups; Individual counseling; Self-help therapy; Case management; Healthy Sexuality; HIV/AIDS and TB testing referral; Referrals to healthcare organizations; Cognitive behavioral therapy; Case management; Services for cultural/ethnic groups; Relapse Prevention; and Continuing care (aftercare).

The services offered by Droege House are coordinated with the Drug Court staff and clients through weekly progress reports. One representative indicated referrals to health care organizations (e.g. health clinics, physicians) and HIV and TB testing referral are all delivered to Drug Court clients through the Northern Kentucky Health Department. One treatment representative indicated that individualized treatment plans are created based on differential needs of the individuals. One treatment representative indicated Advocacy for obtaining services/benefits for the client has not been needed by any of the current Drug Court clients, however the facility is capable of offering assistance, if needed.

Both treatment representatives indicated no Drug Court clients have been served who suffer from major mental disorders. One agency is capable of providing specialized treatment services to those Drug Court clients who have mental health needs, while the other refers clients to other treatment facilities, such as Comprehensive Care. Both treatment representatives indicated the facilities are not authorized to prescribe medications to drug court clients.

The treatment representatives indicated crack-cocaine, marijuana, and alcohol as main substances of abuse for Drug Court program participants served. Both facilities do drug testing independently of the testing done by the Drug Court program. The Outpatient facility uses Redwood Toxicology, in Santa Rosa, California. Fees for the Drug Court clients are paid via the University of Kentucky, DAT grant. Weekly reports are made about Drug Court clients to Drug Court staff and the presiding Judge.

Both treatment respondents indicated no additional costs or difficulties have been experienced as a result of the Drug Court program. One representative cited benefits of the Drug Court program as: (1) Better case management; (2) More frequent urinalysis and breathalyzer testing; and (3) Helps keep clients more solution oriented and more accountable. Campbell Drug Court program strengths mentioned by one treatment representative included: (1) Fair, yet stern program; (2) Better communication and case management; and (3) The Drug Court Case Specialist is a strong client advocate.

Advice to other Drug Courts, from treatment respondents included: “keep communication strong between the treatment providers and the Drug Court staff.”

Final comments from treatment representatives included, “So far, I like the Drug Court program. Our clients appear more connected to treatment as a result of the Drug Court program. The clients in this program seem to be held more accountable and, so far have responded by being more responsible.”

### Jail Perceptions

Currently, there is no correctional staff solely dedicated to the Campbell Adult Drug Court program, as indicated by the Jail staff surveyed. It was indicated that no changes to officer/staff orientation and training programs have resulted from the Drug Court program. The Jail staff further indicated that there was no expected impact on arrest and/or jail policies and procedures. It was also believed that the Drug Court Program would not affect the jail's relationship with community groups.

The Jail staff indicated a progress report of all involved agencies would be an important for evaluating the effectiveness of the Campbell Adult Drug Court program. It was also indicated that the Drug Court program has encouraged greater coordination with other justice agencies, as well as promoted new relationships within the justice system and other agencies in the community. The Jail staff agreed that the Drug Court program increased education and awareness of officers about substance abuse and its impact on clients. It was also believed that the Drug Court Program has resulted in more jail space for sentenced defendants, yet it was not believed that the Drug Court program has resulted in more jail space for pre-trial defendants. The Jail staff does expect to see savings in the area of time spent in court appearances and savings in police and/or corrections overtime.

The Jail staff did not expect any problems or difficulties to arise as a result of the Drug Court program. Additional savings resulting from the Drug Court program were received from the reduction of cost of housing inmates, due to the decrease in inmate population.

Benefits of the Drug Court program listed were: (1) Jail space, (2) Reduction in housing cost, and (3) Another education for the inmates. Strengths of the Drug Court listed were: (1) Education for inmates, (2) Community involvement, and (3) Better relationships with other agencies. An area in which the Drug Court program could improve upon, as indicated by the Jail staff, is producing more progress reports to involved agencies.

Further comments from the jail representative included: “[Drug Court] seems to be a good program and each county should talk to each other to get new ideas/compare notes.”

### Police Perceptions

The Newport Police Department has no staff, or officers, solely dedicated to the Drug Court program. However, all officers are trained in community policing and can make Drug Court referrals.

The police felt that the Drug Court has promoted new relationships with the justice system and other agencies in the community and that it provides law enforcement with an additional tool to enforce a no tolerance policy.

The police believed that the numbers of repeat offenders and the relapse rates of Drug Court clients would be important in evaluating the effectiveness of the Drug Court program. However, the police felt that it is much too early in the program to gage its overall effectiveness.

### Prosecution Perceptions

The Commonwealth's Attorney's office completed surveys. No staff in the Commonwealth's Attorney's office are solely dedicated to the Drug Court program. The Drug Court program has had an impact on attorney/staff orientation and/or training programs, and on policies and procedures. All prosecutors are instructed to review drug possession cases for possible referral to the Drug Court program.

The Drug Court program has not impacted the Commonwealth's Attorney's relationship with community agencies. However, at least one of the attorneys expect that it will impact that relationship in the future.

Important evaluators of the effectiveness of the Drug Court program would include (1) Tracking the success of the Drug Court attendees in staying drug free, and (2) Low or non-existent recidivism rate.

The Campbell prosecutors agreed that the Drug Court has encouraged greater coordination with other justice agencies, has promoted new relationships with the justice system and other agencies in the community, has encouraged greater coordination with community groups, has provided a more effective response to substance abusers, and provides law enforcement with an additional tool to enforce a no tolerance policy. Prosecutors disagreed about the Drug Court has increased the education and awareness of attorneys about substance abuse and its impact on clients. Prosecutors believed that the Drug Court program has not permitted more attorneys to be available for other cases.

Prosecutors believed that the Drug Court provides the following savings: time saved in terms of case preparation, less time spent in court appearances, savings in police overtime, and savings in jury costs. The Commonwealth's Attorney's office has not incurred any additional costs nor realized any additional savings as a result of the Drug Court program.

The Drug Court program has impacted the prosecutors by increasing the communication with the people who supervise the Drug Court clients.

Prosecutors stated that the only difficulty that they had experienced as a result of the Drug Court program was in making sure that all prosecutors knew the procedures in referring cases to the Drug Court program.

Prosecutors mentioned the significant benefits of the Drug Court program as being (1) Help for drug abusers, (2) Alternative to incarceration, (3) More time to spend on other cases, and (4) More time for probation and parole to deal with other cases.

The strengths of the Drug Court program as listed by prosecutors included: (1) True help for the addicted, (2) More intense supervision and control of clients than by the probation office, (3) Possible rehabilitation instead of incarceration, and (4) Putting prospective deadbeats back to work.

Prosecutors believed that the Campbell Adult Drug Court program could improve its communication between the Drug Court and police and prosecutors.

Advice given by prosecutors included: (1) Learn from the successes and failures of the Drug Court programs that are already in existence, (2) Make sure prosecutors are fully informed and understand the Drug Court program, and (3) “Even more important, make sure the police understand [the program]. They tend to see Drug Court as just another way defendants escape punishment.”

Prosecutors noted that the Campbell Adult Drug Court program has not been in existence for very long and, therefore, it is difficult to evaluate the strengths and weaknesses of the program.

“This is a good program that will become even more popular and accepted by police and prosecutors as time goes by.”

## Conclusions

In summary, the Campbell Adult Drug Court program was established approximately six months ago. This program is based on the *Key Components* and has three program components which will take clients one to two years to complete. As of March 31, 1999, the program had eight active clients and only four of 133 urine screens conducted had been positive. No clients have been terminated from the program. Due to the length of the program, no clients have graduated from the program to date.

The most compelling aspects of the Drug Court program are the immediate sanctions that clients are given when the program rules are violated. This aspect serves both as a motivator as well as promoting consequences for behavior. Another compelling aspect of the Drug Court program is the judicial involvement. This aspect of the program is particularly important for several reasons. One reason is that the Judge separates the punishment process from the support that the Drug Court Case Specialist and treatment providers give the clients. A second reason is that the Judge in the Campbell Adult Drug Court program believes that he is a part of a treatment team and this treatment team approach changes lives of the clients. The Judge also believes this program is truly an opportunity to do something meaningful for both the clients and the community. Another compelling aspect of the Campbell Adult Drug Court program is the unique relationship between the Drug Court program and the sole treatment provider. The treatment provider is funded through a grant separate from the Campbell Adult Drug Court program. Finally, the Campbell Adult Drug Court program has received the overwhelming support from all parties involved.

Additional services and improvements the Drug Court program could offer or make that were mentioned by respondents included:

- Group sessions in addition to treatment aftercare provided by Transitions.
- More reports for agencies involved in the Drug Court program.

Several respondents noted that, due to the newness of the program, it was difficult to comment on program strengths and weaknesses. However, some of the strengths that were mentioned included:

- Education
- Community involvement
- Better relationships with other agencies
- True help for the addicted
- More intense supervision and control of clients than by probation office
- Possible rehabilitation instead of incarceration
- Putting prospective deadbeats back to work
- Immediacy of sanctions
- Threat of being sentenced to the original prison sentence
- Motivation of Drug Court prompts recovery and desire for recovery
- Support from people in recovery

- Support available from the Fayette Drug Court program
- Fair, yet stern, program
- Better communication/case management
- Drug Court case specialist is a strong client advocate.

The advice suggested for new Drug Court programs was:

- Have authority figure who is in recovery. This is someone with whom the clients can identify and can understand the clients' actions
- Be open to trying it and try to find the time needed
- Keep communication strong between the treatment providers and the Drug Court staff
- Learn from successes and failures of the Drug Court programs that are already in existence
- Makes sure prosecutors and police are fully informed and understand the Drug Court program.

The following comments are provided summaries of what respondents think of the Drug Court program.

The case specialist stated, "Our job is not to catch [clients] doing something wrong; it's to help them, and people seem to understand that," "[Drug Court] has cooperation and trust of all individuals involved," "It's nice to work with people who are caring," and "I wish that all Drug Courts could experience the cooperation that the Campbell Adult Drug Court has."

Treatment representatives stated, "So far, I like the Drug Court program. Our clients appear more connected to treatment as a result of the Drug Court program. The clients in this program seem to be held more accountable and, so far, have responded by being more responsible."

Prosecution representatives stated, "This is a good program that will become even more popular and accepted by police and prosecutors as time goes by."

Jail staff indicated that, "Drug Court seems to be a good program and each county should talk to each other to get new ideas/compare notes."

In conclusion, this program is newly established and has had a smooth implementation. The Case Specialist and Drug Court Judge are committed to making a real difference in the lives of clients and clients as well as other key community agencies are supportive of that commitment. The overwhelming support from key community leaders will enable the program to continue to serve clients well.



## Process Evaluation Methodology

In evaluating the effectiveness of programs like the Drug Court program, researchers have often relied on only the program outcomes such as termination and graduation rates and/or re-arrests to determine effectiveness. However, programs such as Drug Court are essentially long-term behavior modification programs that can not be fully understood by looking solely at the final program outcomes. To better understand how and why a program like drug Court is effective, an analysis of how the program was conceptualized, implemented, and revised is needed. A process evaluation, in contrast to an examination of program outcome only, can provide a clearer and more comprehensive picture of how Drug Court impacts those involved in the Drug Court process (e.g., prosecutors, Judges, staff, and clients).

Specifically, a process evaluation provides information about program aspects that lead to desirable or undesirable outcomes. Because changes to the original program design may affect the program outcomes, a process evaluation can be an important tool in helping prosecutors, Judges, staff, defendants, and defense council to better understand and improve the Drug Court process. In addition, a process evaluation may help to reveal strategies that are most effective for achieving desirable outcomes and may expose those areas that are less effective. A process evaluation may also help explain the reasons why some defendants successfully complete the program and why other defendants terminate from the program before they graduate. Finally, a process evaluation may help facilitate replication of the Campbell Adult Drug Court program in other areas of Kentucky.

The Campbell Adult Drug Court program process evaluation used structured interviews for each of the different agency perspectives and a specific methodological protocol. The methodology protocol and interview procedures were used in a number of process evaluations across the state of Kentucky, including the Fayette Drug Court program. This allows for comparisons of similarities and differences across the specific Drug Court program sites if desired.

The limitations for this process evaluation report include generalizability across time and programs. This report is specifically for the period between January 1, 1999 and March 31, 1999. Changes that occur after this point in time are not reflected in this report. In addition, the representatives surveyed for this report may or may not reflect all attitudes toward the Campbell Adult Drug Court program. Regardless, the report is critical for documenting the program or the planning process through the stated time period.

The process evaluation for the Campbell Adult Drug Court program included semi-structured interviews with and surveys of the Drug Court case specialist, the Drug Court Judges, prosecutors, jail personnel, police department representatives, and treatment program representatives. The specific breakdown of interviews is as follows:

Table 9. Process Evaluation Methodology

<b>Respondent</b>	<b>Number interviewed/returned</b>	<b>Response Rates</b>
Active Clients	0	0
Case Specialist	1	100%
Drug Court Judge	1	100%
Defense Council	0	0
Prosecutors	2	100%
Probation and Parole	0	0
Jail	1	50%
Police Department	1	50%
Treatment programs	2	100%
<b>Total</b>	<b>8</b>	<b>56%</b>

The case specialist interview last about five hours and the Judge interview lasted about one hour. All of the other surveys were self-administered. The case specialist provided names and contact numbers of other representatives with working knowledge of the Campbell Adult Drug Court program. Information was collected from March to June 1999. Feedback from each of the respondents is reported in separate sections.