

**Campbell Juvenile
Pilot/Planning Grant
Drug Court Program
Process Evaluation**

January 7, 2000

**Campbell Juvenile Pilot/Planning Grant
Drug Court Program
Process Evaluation**

June 1998 to June 1999

Prepared by

**TK Logan, Katie Williams, Carl Leukefeld &
Brandi Lewis**

**Center on Drug and Alcohol Research
University of Kentucky
643 Maxwelton Court
Lexington, KY 40506-0350**

606-257-8248

Table of Contents

Executive Summary	6
Program Description and Background	8
Program Goals	9
Recruitment and Screening	10
Capacity	11
Treatment Programming	11
Treatment Modalities	14
Relapse Patterns	15
Client Monitoring	15
Aftercare	17
Information Capabilities and Reporting	17
Program Decision Making	18
Funding	19
Evaluation	19
Program Strengths	20
Major Problems Encountered	20
Potential Program Changes	20
Advice to Other Drug Courts	20
Staff Characteristics	21
Community Coordination	23
Client Characteristics	24
Successful Case Studies of Juveniles Who Would be Eligible for Drug Court	25
Conclusions	27

Index of Tables

Table 1. Key Components	9
Table 2. Program Goals and Measures	10
Table 3. Summary of Client Contact with Program Components	15
Table 4. Staff Roles	21
Table 5. Advisory Board Members	23

Index of Appendices

Appendix A	Process Evaluation Methodology
Appendix B	Bio-Psycho-Social Instrument
Appendix C	Participation Forms
Appendix D	Experiential Activities

Executive Summary

The purpose of this report is to provide the results of a process evaluation of the Campbell Juvenile Pilot/Planned Drug Court program. This comprehensive process evaluation included an extensive interview with the Drug Court planning coordinator and an in-depth interview with the Drug Court Judge.

The data for this report is for the Campbell Juvenile Drug Court pilot program and planning grant. The pilot program began June 10, 1998. The pilot Campbell Juvenile Drug Court program was implemented as a precursor to the fully funded Campbell Juvenile Drug Court program. 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 for juveniles in Campbell County, juveniles will be accepted into the program through a probation track. Juveniles already committed to the state will also be eligible for entrance into the Campbell Juvenile Drug Court program. Clients will spend approximately one year in the Drug Court program before graduation.

Program Goals. The primary goal of the Campbell Juvenile Drug Court program is to treat the juvenile and, secondarily, the entire family. The Campbell Juvenile Drug Court program will also report to the Administrative Office of the Courts on the following goals: promote abstinence; decrease recidivism; increase community safety; increase life skills; increase community awareness; and expand and maintain a resource base.

Drug Court Staff. The Campbell Juvenile Drug Court program does not currently employ any staff members. The Judge and planning coordinator both volunteer their time with the program. The planning coordinator has 20 years of experience in the treatment field.

Drug Court Judge. Currently, there is one Judge involved with the Campbell Juvenile Drug Court program. Judge Mickey Foellger has been on the bench for eight years. He planned the Campbell Juvenile Drug Court program in conjunction with the current planning coordinator and works with the pilot program. Judge Foellger will continue to work with the program once funding has been established. Other Juvenile Court Judges may also work with the program once funding has been established. Judge Foellger has attended a variety of training sessions and visited other Drug Court programs in Kentucky and Ohio to prepare for work with the Campbell Juvenile Drug Court program.

Drug Court Team. There are approximately 25 members of a diversified team of community leaders who have been meeting monthly to develop and plan the Juvenile Drug Court pilot project. The team includes other Judges, prosecutors, public defenders, treatment providers, police officers, the court clerk, and school personnel as well as Judge Mickey Foellger and the current planning coordinator.

Drug Court Clients. Currently, 27 clients are participating in the intensive treatment that will serve the Juvenile Drug Court pilot program. The program will target juveniles between the ages of 12 and 17 ½.

Family Involvement. Family members above the age of eight are all required to participate in the Campbell Juvenile Drug Court program. Family members attend group sessions, both with and without Drug Court clients. The secondary goal of the Campbell Juvenile Drug Court program is to treat the entire family.

Strengths. The planning coordinator and the Drug Court Judge were asked what they believed to be the strengths of the program as well as the things that they believed needed to be improved upon. The following are some of the strengths mentioned: (1) Intervention in an adolescent's drug use, (2) Treatment, (3) Accountability, (4) Active involvement in a 12-step program, and (5) Developing the full potential of clients as human beings.

Potential Changes. The following are the suggested improvements: (1) More vocational training opportunities for clients, (2) Increased public education about the Drug Court program, and (3) Expand to include additional Judges to work with the program.

Advice to Other Juvenile Drug Courts. The advice to other Juvenile Drug Court programs included: (1) Make sure that everyone understands the stipulations and requirements of the Drug Court program, (2) Understand that the Drug Court is a team effort, (3) Make sure that the people involved are knowledgeable about treatment as well as criminal justice, and (4) Ensure that the people involved understand adolescent development.

Summary. In summary, the Campbell Juvenile Drug Court team was implemented June 10, 1998. The program is in the planning stage and is firmly grounded on the Key Components and has three program phases, which will take an average client approximately one year to complete. Currently, there are 27 clients in treatment who are potential participants.

The planning coordinator and Drug Court Judge are both dedicated to the Campbell Juvenile Drug Court program and the adolescents served. Both have worked extensively with juveniles in treatment and in the court system. The funded program should have a smoother implementation because of the extensive experience and preliminary work the Judge and planning coordinator have put into the planning of the Campbell Juvenile Drug Court program.

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. There is a growing need for Juvenile Drug Courts across the nation. “The number of [juvenile] cases involving drug offenses in 1995 was 145% greater than the number of cases in 1991.”¹

The Campbell Juvenile Drug Court program is located in Northern Kentucky. “Northern Kentucky is the name often given to Boone, Kenton, and Campbell counties, the northernmost in the state and all of which lie within the greater Cincinnati, Ohio metropolitan area.”² The Campbell Juvenile Drug Court currently serves the Campbell County area. However, with funding, the area served will include Boone and Kenton counties as well. The population estimates for each of the counties in 1998 were: Campbell—87,381, Kenton—146,732, and Boone—79,671.³ In 1997, a total of 41 juveniles in Campbell County were arrested for drug and alcohol offenses: 20 were arrested for narcotic drug offenses, 3 were arrested for driving under the influence, 9 were arrested for liquor law violations, and 9 were arrested for drunkenness.⁴

The Campbell Juvenile Drug Court is the second Drug Court for juveniles in the State of Kentucky, and the first to be funded under the Kentucky Administrative Office of the Courts. Juvenile Drug Courts differ from adult Drug Courts in that they must focus on the special needs of adolescents. They must “(1) Counteract the negative influences of peers, gangs, and family members, (2) Address the needs of the family, especially families with substance abuse problems, (3) Comply with confidentiality requirements for juvenile proceedings while obtaining information necessary to address the juvenile’s problems and progress, and (4) Motivate juvenile offenders to change, especially given their sense of invulnerability and lack of maturity.”⁵

The Campbell Juvenile Drug Court is grounded in the Key Components described in the 1997 publication *Defining Drug Courts: The Key Components*.⁶ 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

¹ “Offenders in Juvenile Court, 1995.” Office of Juvenile Justice and Delinquency Prevention. December 1997.

² <http://www.uky.edu/KentuckyAtlas/ky-northern.html>. April 30, 1998

³ http://www.census.gov/population/estimates/county/co-98-1/98C1_21.txt April 10, 1999.

⁴ 1997 Crime in Kentucky Annual Report. 60.

⁵ “The Juvenile Drug Court Movement.” Office of Juvenile Justice and Delinquency Prevention. March 1997.

⁶ *Defining Drug Courts: The Key Components* (January, 1997). U.S. Department of Justice, Office of Justice Programs, Drug Courts Programs Office.

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 listed in the following table:

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.

Federal funding to establish a formal Juvenile Drug Court program has not yet been granted. The earliest that the Office of Justice Programs federal funding will be available is March of 2000. However, since June 10, 1998, the Campbell Juvenile Drug Court team has been meeting to plan this pilot program. The Department of Juvenile Justice is very supportive of this program and may provide funding as well. The pilot Drug Court will be restricted to clients in Campbell County. Once the funding becomes available, the team hopes to expand the program to include Kenton and Boone, and possibly Gallatin, counties. Clients will attend regularly scheduled Drug Court sessions. In August 1999, sessions will begin to be held every two weeks. Court sessions are held at the courthouse and clients meet with their treatment groups at community treatment facilities.

Program Goals

The primary goal of the Campbell Juvenile Drug Court program is to treat the child and, secondarily, the entire family. Family participation is critical. The third goal is to make the Drug Court team not just a project of the court, but rather a project of the entire community. Other goals will include monitoring of client statistics such as: age, sex, race, offense, drug of choice, number of relapses, number that remain clean and sober throughout the entire program, number that complete successfully, number terminated, number that complete aftercare of at least one year, and the number who have no further charges six months and one year after program completion. This information

will be used in a report to be written at the end of the first year of the Drug Court program.

The Campbell Juvenile Drug Court program will also make regular reports to the Administrative Office of the Courts about the following goals and measures or benchmarks for goal achievement:

Table 2. Program Goals and Measures

Program Goals	Measures for Goal Achievement
1. Promote abstinence	Drug free babies; clean urines; numbers 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

Recruitment and Screening

Drug Court clients will all be ordered into the program by the Judge. Clients will enter into the program through referrals from any of the following sources: public defenders, prosecuting attorneys, police, Department of Juvenile Justice, parents, the other clients, treatment providers, Judges, and educators. Once a client is referred to the program, the Drug Court committee will review the juvenile's file. The client must be an adjudicated delinquent. The Department of Juvenile Justice will complete a predispositional report that will be given to the Drug Court team for review. This report includes the client's legal history, their family situation, their past successes (in probation and in life), any prior treatment, and any medicine that they may be taking. Once the client is probated to Drug Court, they must agree to participate in the program. Their families must also comply with the program rules. Clients and their family members will sign an agreement of participation. If a family member does not wish to cooperate with the program requirements, they can be charged with contempt of court and punished.

Clients find out about the program through word-of-mouth, their probation officers, their defense counsel, and the Judge. Potential clients will be on probation tracks as well as those juveniles already committed. The disposition will be suspended while the client is in Drug Court. Upon successful completion of the Drug Court program, the charges will be dismissed.

The Campbell Juvenile Drug Court will be very inclusive. However, juveniles with violent felony offenses will not be admitted into the program.

Capacity

At the current time, there is a limit to the number of clients who can be admitted into the Drug Court pilot program. Because everyone who works with the Drug Court program does so on a volunteer basis, the program's capacity is set at 25. When the program expands with the expected funding, there may not be a limit to the number of clients. The amount of funding to be received and the number of Juvenile Court Judges who will work with the program will determine the capacity of the program. It is hoped that the nine Juvenile Court Judges in Campbell, Kenton, and Boone counties will all work with the Juvenile Drug Court. Clients enter the program separately as soon as they are ordered. Currently there is no waiting list for the Drug Court program. However, with a program expansion, it is expected that there will be a waiting list.

Timing. The Drug Court Coordinator will perform the eligibility screening for the Drug Court program. The community treatment team will then review the information to determine placement. This will occur within two weeks after a Judge refers a potential client to assessment. Clients will be equally accepted and taken on a "first come, first served" basis once they are found eligible for the Drug Court program. A part of the eligibility assessment will include drug testing. There will be about two to three weeks from eligibility assessment to official program entry. Clients attend their first Drug Court session as soon as the next scheduled session takes place, between one day and two weeks. Within ten working days of having entered the Drug Court program, a client's Individualized Program Plan will be developed.

Treatment Programming

Assessment of Needs. Potential clients undergo an initial Addiction Severity Index (ASI) assessment to establish drug dependency and a history of drug use. The ASI⁷ 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 forty-five minutes to administer. Additional instruments may include the Substance Abuse Subtle Screening Instrument (SASSI) and the Bio-Psycho-Social assessment tool for program assessment. (See Appendix B for an example of the Bio-Psycho-Social assessment tool) The National Drug Court recommendations for assessment tools include the CAGE Adapted to Include Drugs

⁷ 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.

(CAGE-AID) and the Problem-Oriented Screening Instrument for Teenagers (POSIT), which will also be explored for use by the Campbell Juvenile Drug Court program.

Orientation. The program components will be explained to clients prior to assessment and as they move through the phases. Drug Court program requirements will be re-explained to clients and their families any time the Drug Court Judge or Drug Court staff feel that further explanation is necessary. Orientation sessions will be conducted in groups.

Program Documentation. A handbook for Drug Court clients will be available when the program funding formally begins. Clients will also have to sign an agreement of participation. A program manual for the Campbell Juvenile Drug Court program will be developed.

Individual Program Plans (IPP). Once the client enters the Drug Court program, they will develop individualized program plans (IPP) with the treatment coordinator, case specialist, and community treatment staff. 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 a major role in planning their IPPs. They make schedules for their weekdays and weekends and plan with whom they will associate. They also plan what their responsibilities will be and some of the responses to any failures. The assessment tools and input from the clients go into the planning of the IPPs.

IPPs are reviewed every two weeks and modified, if needed. Treatment plans differ in each Phase. There are three phases and a treatment aftercare component to the Drug Court program. The treatment aftercare component lasts for one year. It extends at least three months after graduation from the Drug Court program. There is no minimum or maximum time for the clients to spend in any of the phases. Phase completion time depends on the progress of the individual. The client must continue to participate regularly in the aftercare program.

In Phase I, clients attend court every other week. They have a tighter curfew and a more intensive level of care than in the other phases. In Phase II, clients may attend court every other week, but their curfew is eased and the level of treatment is less intensive. In Phase III, clients attend one court session per month.

The number of group sessions that clients attend depends on their level of treatment. If a client is in in-patient treatment, he or she will attend group sessions seven days a week. If a client is in day treatment, he or she will attend group sessions five days per week. If a client is in Intensive Out-Patient treatment, he or she will attend group sessions at least three days a week. The number of sessions that a client attends depends on the level of care criteria. The Drug Court program plans to use the American Society of Addiction Medicine (ASAM) criteria to determine the client level of needed treatment. Adolescent treatment groups are generally didactic in nature. Experiential activities are

also used in the group sessions. Some examples of group activities include going to Ropes courses, whitewater rafting, and canoeing.

Individual sessions are attended as needed. Sessions are scheduled for the implementation, development, and revision of the treatment plans. The clients must set up their own individual sessions. This taking charge of their own schedules helps them to learn responsibility. Individual sessions generally last no more than one hour. The clients discuss what is happening with them and their families.

Emergency counseling is also available to clients. The Drug Court staff uses an on-call paging system and each client is required to have an Alcoholics Anonymous sponsor. Informal or unscheduled counseling is also available as needed.

Although the program is individualized through the levels of treatment for each client, there are many components that are required and standardized across all participants. Participation in every session is mandatory. All families must participate by attending group sessions as well. Clients must participate in a 12-step group, usually Alcoholics Anonymous (AA). During Phase I, clients all have curfews. They must all be enrolled in school or have a full-time job, or be working toward their GED and have a full-time job.

Drug Court Sessions. Currently, Juvenile Court sessions are held every week. Clients are seen during a regular Juvenile Court session. Beginning in August 1999, Drug Court will be held every other week and clients will meet at that time in separate Drug Court sessions. Every client in Phase I and Phase II attends every Drug Court session. Clients in Phase III will attend one Drug Court session per month. Family members may be required to attend Drug Court sessions. During the session, the Judge will speak to each client separately. The order of clients appearing before the Judge will be based on their performance in the Drug Court program.

Employment and Education. Clients in the Campbell Juvenile Drug Court program are required to either be enrolled in school or literacy or GED classes. Job training or employment skills are emphasized, depending upon the client's age. Client accountability is stressed.

Housing. Clients are expected to live in Court-approved housing. Generally clients live with their parents, but if that living situation is unsuitable, the Drug Court will try to place them with another suitable adult, usually a family member. It is very difficult to find housing in the Campbell County area. Juveniles who are a part of the Department of Juvenile Justice are not accepted by the Department of Social Services and therefore they are unable to find housing through that agency.

Treatment Modalities Used

The Campbell Juvenile Drug Court will use community treatment centers to provide the treatment, including Brighton Center, Cornerstone, and the Mental Health/Mental Retardation Board.

Other Program Components. In addition to the treatment components provided by the treatment facilities, there are several components of the Drug Court program that make the program unique: community service, mentoring, physical exercise, experiential activities, and family involvement.

Community service is primarily used for sanctions in the Campbell Juvenile Drug Court program. The Judge has a variety of options available for community service. The Judge orders each client to a specific form of community service.

Mentoring is another aspect of the Drug Court program. Mentoring is not mandatory, but sometimes a client that has been clean and sober for several months will be asked to mentor a new client. Also, each client is required to have an AA/NA sponsor.

Journaling is individualized to the client's needs. Once the program funding formally begins, journals will be required at least weekly. Some clients may be required to write journals daily. The philosophy of journaling is that there is a direct correlation between reading/writing levels and unlawful actions.

Physical exercise is a part of the treatment program to increase physical fitness and to release aggression.

Clients who are referred to treatment at Cornerstone will be involved in a variety of **experiential activities**. Cornerstone does not conduct many traditional group sessions, but focuses rather on experience. These activities are structured after the experiential learning model. This model uses a group experience or activity and discussion of the activity to apply a situation to real life. Some of the activities include family camping trips, family canoeing trips, and trust circles. On the canoeing trips, the clients are each put into canoes with their families and must learn to cooperate to canoe to the next point on the river. In the trust circles, groups will stand in a circle surrounding one person. The person in the center will then fall onto the outstretched hands of the circle. The center person will be passed around the circle and then back into the upright position. (See Appendix D for other examples of experiential activities)

Family involvement is an integral part of the Campbell Juvenile Drug Court program. Each family member above the age of eight is required to attend multi-family group sessions in each of the phases. Family members are required to participate in Al-Anon throughout the entire program. In Phase II and Phase III, family members attend family aftercare sessions, which are extensions of the multi-family group from Phase I. Parents attend one separate session lasting one-and-a-half hours each week and also

attend a session of the same length with their children once per week. Family members must cooperate with the Drug Court program rules. If they choose not to cooperate, they will be held in contempt of court.

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

Table 3. Summary of Client Contact with Program Components

	<i>PHASE I</i>		<i>PHASE II</i>		<i>PHASE III</i>	
	# times	Per	# times	Per	# times	Per
AA/NA	4-7	week	4-7	week	4-7	week
Substance abuse individual counseling	2	month	2	month	2	month
Substance abuse group counseling	IOP—3/week for 12 weeks Day treatment--5 days/week for 10 weeks		6 months of once per week 3 months of twice per month extends into aftercare			
Family counseling	2 days of 3 hours	week	1 day of 1 ½ hours	week	1 day of 1 ½ hours	week
Drug Court staff	Regularly	week	2	month	1	month
Drug Court Judge	2	month	2	month	1	month
Drug testing	2-3	week	2-3	week	2	month

As the table indicates, client contact for each of the different program components varies by phase, and, to some extent, is based on individual need. In general, clients will have contact with Drug Court staff on a regular basis during Phase I, twice a month in Phase II, and once a month in Phase III. Typically, clients will have contact with substance abuse treatment counseling five to seven times per week in Phase I, and two to three times per week in Phase II and Phase III.

Relapse Patterns

Clients are expected to relapse most in Phase I, although all phases will most likely have clients that relapse. Clients are most likely to relapse when things are going well. They have earned a measure of trust from those in authority and the “heat is off.” The Drug Court Judge believes that the following situations might also trigger a relapse for Drug Court clients: family tragedy, negative peer association, access to drugs or alcohol, idle time, and opportunity.

Client Monitoring

Clients are monitored by the Drug Court Judge, by the Drug Court staff, and by their families. In addition, when clients are in treatment groups, whether residential or Intensive Out-Patient, they are monitored by the treatment facilities.

Urine Drug Testing. One of the most important ways clients are monitored in the Drug Court program is through drug testing. Drug testing is done frequently and randomly. The first drug screen is conducted when a client has been assessed to see if they are eligible and appropriate for the Drug Court program. The first urine drug screen is conducted wherever the client is.

A Ten Panel urine screen is used to test for amphetamines, barbiturates, benzodiazepines, cannabinoids, cocaine metabolites, ethanol, methadone, opiates, phenocyclidine, and propoxyphene. Drug screens are conducted on a random basis—two to three times per week in Phase I and Phase II and one time per week in Phase III. The number of urine drug screens can be increased if the case specialist deems appropriate, based on client actions. Each client is assigned a number and the Drug Court staff will pull numbers out of a hat each day. If the client's number is selected, they must come to the Drug Court office and provide a urine sample. Drug testing will be bid; however, a Ten Panel drug screen generally costs \$20 if the test is negative and \$30 if the test is positive and more tests must be conducted to confirm the positive result.

Sanctions and Rewards. There is a system of graduated sanctions and rewards. Sanctions are specific to each offense. The Judge has the final decision on what type of sanctions to impose upon clients, although he relies on information from the Drug Court Coordinator, the Probation office, the client's treatment facility, and Drug Court team and case specialists.

Violations of Drug Court and probation rules prompt sanctions. An act of non-compliance will be followed with sanctions, depending on the level of the offense, either immediately or at the next court date. Clients with further charges will be met with immediate sanctions while clients who miss meetings will be sanctioned at the next court date. Sanctions are specific to each offense. If the client is not participating in meetings, they might write an essay. If they do not show up for group treatment, their curfew may be lowered. If they commit new offenses, they may be put in detention. If they use drugs, they may be put in detention for five days or placed under house arrest and can only come out for treatment sessions, AA/NA meetings, school or work. The most serious sanction is to commit the client to Department of Juvenile Justice and/or placed in detention. The final sanction is to be terminated from Drug Court.

Rewards are individualized; some clients need verbal acknowledgement of achievement, while material things are necessary to catch the attention of others. The reward that will be used most often is the Judge's acknowledgement of achievement and progression through the phases. Other rewards will include gift certificates, getting a client's curfew eased, some probation rules may be lifted, a standing ovation in the courtroom, and certificates. The Campbell Juvenile Drug Court has also discussed getting funding to reward those clients who excel at treatment with special trips. When clients complete Phase I, they will have the opportunity to go someplace special, they also may receive gift certificates, be taken out to lunch, and receive praise from the Judge.

Graduation. The minimum time requirement for graduation is 12 months. In addition, the clients must successfully go through all three phases. Other requirements for graduation have not been determined. Graduations will take place at Drug Court with all participants and families in attendance. Clients and their families will be asked to speak and share their stories. Clients will be given award certificates and a standing ovation. There may be a reception afterwards.

Program Removal. Clients can be removed from the program if they are charged with additional offenses while in the Drug Court program, if they commit a violent act, if they continue to use alcohol or other drugs and refuse to follow the program regulations, and if they continue to violate probation rules and court orders. When a client is removed from the program, they may be placed detention. A predispositional report is then completed and dispositional recommendations are made to the court based on this report. The Court will notify the client of failure.

Aftercare

Treatment aftercare will be part of the Campbell Juvenile Drug Court program. In Phase I, clients are in the treatment phase of the Drug Court. In Phase III, they leave treatment and begin the year-long treatment aftercare. Aftercare continues for at least three months after graduation. Clients and their families are required to attend group sessions each week. The parent sessions last an hour and a half and the client sessions last an hour and a half; parents and clients also attend a family group session, which also last an hour and a half. In total, clients and their families attend group sessions for three hours either each week or twice a month, depending upon the phase. For six months, clients and their families attend the sessions once a week. After that six-month period is completed, clients and their families will attend the sessions twice per month for three months.

Information Capabilities and Reporting

Regular reports about Drug Court clients will be made once funding is established. Case notes are presented to the Judge on a regular basis and monthly, quarterly, and annual reports will be made to the Administrative Office of the Courts. Information will be presented in both narrative and score card form. Monthly reports on the termination of clients will also be made. Expenditure reports will also be made either monthly or quarterly, according to the stipulations of the Administrative Office of the Courts.

Monthly reports include the number of candidates referred, the number assessed, the number of individual drug screens, number of candidates eligible, and the number transferred from probation. Also reported are the number of participants moving to each phase, the number of court sessions, the number of participants identified as using based on urine drug screens, the number of individual sessions, the number of group sessions, the number of family/support sessions, the number of participants referred to outside

agencies, employment and educational status of clients, number of employment and housing verifications, amount paid toward court obligations, the number of sanctions, the number of participants rearrested for new charges, the number of terminations, and total number of active participants in the proceeding month. Quarterly reports summarize monthly statistics, the process, and progress toward the outlined objectives and performance indicators listed in the Program Goals and Measures section of this report. Annual reports will include statistics about participants, successful completion of phases, number of discharges, number involved in an education program, level of compliance and attendance at treatment, family participation and compliance, the drugs of choice, the recidivism rate, and the number and results of urinalysis.

The following information will be used in producing annual aggregate status reports on the progress of participants: age, sex, and race of participant; offense and drug of choice; number of relapses; participant level of compliance; treatment session attendance; family participation and compliance; number of participants that successfully complete phases; number that remain clean and sober throughout the entire program; number that complete the program successfully; and amount terminated.

Treatment centers present bimonthly and/or monthly reports, depending on client phase, to the Drug Court coordinator to provide to the Judge at Court session. The case specialist will provide treatment centers with updates about clients in their programs. The Office of Probation and Parole also makes regular reports to the Drug Court coordinator about probation rules for specific clients. Probation and Parole also receives updates on clients. These reports are forwarded to the Judge as part of the case notes.

Currently, there is no automated data collection procedure in place. However, the Campbell Juvenile Drug Court plans to institute one as soon as the program receives funding.

The Campbell Juvenile Drug Court program may work with other Drug Court programs in the State of Kentucky to share resources and staff. A Drug Court coordinator position has been created to work with both the Campbell Juvenile Drug Court program and the Kenton/Campbell Adult programs.

Program Decision Making

There are many entities that contribute to decisions about the Campbell Juvenile Drug Court program. The AOC Drug Court Manager will receive reports on the Campbell Juvenile Drug Court and is a part of the overall decision process. Judges, Drug Court staff, the Campbell Juvenile Drug Court committee, and treatment providers will contribute to local decision-making. The team will make recommendations to the Drug Court Judge regarding program changes.

Funding

The Campbell Juvenile Drug Court program will receive funding from the Kentucky Administrative Office of the Courts. The program has also applied for money from a federal Byrne grant. The program has also applied for the Northern Kentucky Regional Prevention Council grant because the Campbell Juvenile Drug Court program works with family members to reduce or prevent substance use. Currently, the planning coordinator, Drug Court Judge, court clerk, bailiff and other team members volunteer their time for the program.

Clients will not pay for the Drug Court program. However, they may pay for some treatment and urinalysis costs. Private insurance or IMPACT-PLUS, a division of Medicaid, will pay for some treatment. The planning coordinator is currently in the process of writing a grant to receive funds for those clients who are not able to afford treatment. The Campbell Juvenile Drug Court program is continuing to look for sources of funding.

Evaluation

The following information will be used in a report to be written at the end of this year and at the end of the first year of the Drug Court program: age, sex, race, offense, drug of choice, number of relapses, number that remain clean and sober throughout the entire program, number that complete successfully, number terminated, number that complete aftercare of at least one year, and the number who have no further charges six months and one year after program completion. The Campbell Juvenile Drug Court program plans to collect data continuously throughout the program and then six months and one year after program graduation. There has been some discussion about collecting information 18 months after graduation. Once the computer program is established, the Campbell Juvenile Drug Court may try to track clients who were terminated from the program. A control group has not been established for comparison with Drug Court clients.

Information that the Judge believes to be necessary to evaluate the effectiveness of the Campbell Juvenile Drug Court program includes: (1) Monitoring the recidivism rates, (2) Monitoring High School truancy and graduation rates, (3) Monitoring success at client jobs, and (4) Monitoring client sobriety. Also important to evaluate the effectiveness of the program are the accountability and responsibility factors, such as client attendance at meetings. The Judge also feels that it will be important to monitor the family of Drug Court clients to see how many siblings are kept from being in the program and the sobriety of Drug Court parents.

Major Problems Encountered

Problems encountered in the start up of the program include an uncertainty about the treatment providers. The head manager of one of the treatment programs left to start another treatment program. The Drug Court program is uncertain what type of treatment

will be available for the clients. The Drug Court program is currently communicating with treatment facilities to determine what types of treatment may be available. The Judge feels that the added treatment facility will be a bonus to the Drug Court program, that the new facility will be another step in the continuum of treatment and that the Drug Court program may be able to accommodate more clients because of this new program. Everyone who currently works with the Campbell Juvenile Drug Court program does so on a volunteer basis. The program is currently applying for funding from a variety of different sources to pay those who work with the program.

Program Strengths

The most useful components mentioned by the planning coordinator and Drug Court Judge included: (1) Intervention in an adolescent's drug use, (2) Treatment, (3) Accountability, (4) Active involvement in a 12-step program, (5) Developing the full potential of clients as human beings, and (6) Clients will be able to see themselves as productive citizens.

Potential Program Changes

Changes that the planning coordinator noted need to be made included changes in perception. The "mindset of some of the other public officials" needs to be changed for the Drug Court program to work effectively. Also, the other Judges not currently involved in the Drug Court program need to be trained so that they can know what kinds of juveniles would be eligible for the program. Currently, the Drug Court team meets at a regular session once per month. The program will move to a separate session twice a month in June 1999. Changes recommended by the Drug Court Judge included a closer look at the vocational aspect of the program. There are children who have dropped out of school and are too old for their grade level; these clients will need training for a vocation.

Advice to Other Drug Courts

The advice to other Drug Court programs included: (1) Make sure that everyone understands the stipulations and requirements of the Drug Court program, (2) Understand that the Drug Court is a team effort, (3) Make sure that the people involved are knowledgeable about treatment as well as criminal justice, and (4) Especially ensure that the people involved understand adolescent development.

Staff Characteristics

The program is in the planning phase. The team has been involved with the planning of the Campbell Juvenile Drug Court program as well as treatment of the clients. This planning coordinator works for the Drug Court program on a volunteer basis and has twenty years of experience providing treatment. She is a former police officer and a recovering alcoholic. Qualities that she feels would be important for the Drug Court staff to include: (1) Research or social work background so that the person will be able to track clients after graduation and (2) Recovering addict so that the person will be able to relate to the clients and tell “if they’re feeding a line of bull,” and (3) Someone not afraid of the court system.

Table 4. Staff Roles

<i>Staff Position</i>	<i>Task</i>
Drug Court coordinator	Agency coordination
	Information management
	Program reviews
Drug Court team	Assessing success
	Recommending modifications
Case specialist	Case management
Judge	Program monitoring and supervision
Treatment facilities	Treatment

Once funding has been granted to the Campbell Juvenile Drug Court program, a treatment coordinator and case specialist will be hired and the Drug Court program will fund these positions. The normal full-time workweek is 37.5 hours.

Staff Training. The planning coordinator, Drug Court Judge, and team have attended various seminars and conferences about Drug Courts and will continue to attend trainings and meetings about the Drug Court. Also, there are various in-services for the Drug Court staff, treatment team, and probation department. The planning coordinator will assist in trainings.

Drug Court Judge. One Judge currently works with the Campbell Juvenile Drug Court program. Three other judges serve on the Drug Court team. When the program receives funding from the Administrative Office of the Courts, more Judges may work with the program. Judge Mickey Foellger has worked with the planning coordinator to plan the Campbell Juvenile Drug Court program. Judge Foellger intends to work with the Drug Court program for the rest of his career. He has been on the bench for eight years and has been involved in Juvenile Court for 17 years.

Judge Training. In order to prepare for the Campbell Juvenile Drug Court program, the Judge has attended various training sessions around the country and in Lexington. He has visited the Adult Drug Court in Kenton County, Kentucky, as well as the Dayton, Ohio and Jefferson County, Kentucky Juvenile Drug Courts. Judge Foellger

also worked with another program that has intensive supervision of its juvenile participants prior to forming the Campbell Juvenile Drug Court program.

Interns. Currently no interns work for the Campbell Juvenile Drug Court program. However, the planning coordinator has contacted local universities for possible interns. Interns would be trained by going to in-services, observing staff, and reading manuals about the Drug Court program.

Volunteers. The Campbell Juvenile Drug Court is considering having grandparents as volunteers for a grandparent mentoring program. These mentors would be trained by going to in-services, observing staff, and reading manuals about the Drug Court program.

Oversight Committee/Advisory Board. The Campbell Juvenile Drug Court Advisory Board has sixteen members. The committee includes Judges, public defenders, prosecuting attorneys, representatives from the Department of Juvenile Justice, treatment providers, police officials, and representatives from the local schools. The committee meets monthly for two hours at the Campbell County Courthouse, usually on a Tuesday or Thursday afternoon. The committee sets the policy for the Drug Court and monitors the program. The quarterly and annual reports will be submitted to the advisory board. Advisory board members attend Drug Court training sessions. The following table lists the members of the committee.

Table 5. Advisory Board Members

Judge Mickey Foellger	Campbell District Court/Program Director
Judge Doug Grothaus	Kenton District Court
Judge Charles Moore	Boone/Gallatin District Court
Judge Karen Thomas	Campbell District Court
Houston Ebert	Drug Court Coordinator
Tom Willenborg	Public Defender
Charles Heidleman	Public Defender
Donna McNew	Public Defender
Fred Johnson	Public Defender
John Fortner	Prosecuting Attorney
Ken Easterling	Prosecuting Attorney
Jim Daley	Prosecuting Attorney
Vickie Kohus	Department of Juvenile Justice
Connie Freking	Brighton Center
Linda Dunlap	Cornerstone
Lt. Col. Bob McCray	Newport Police Department
Chief Ray Hildebrant	Dayton Police Department
	Covington Police Department
Franklin Moore	Campbell Sheriff's Office
Tom Calme	Campbell Circuit Clerk
Roger Von Stoehe	Newport Schools
Jeff Volter	Dayton Schools

Community Coordination

Community involvement with the Campbell Juvenile Drug Court program has been discussed, but nothing definite has been planned. There may be some involvement with some of the local churches. Police officers will assist in home visits. It is difficult to have community involvement and not break confidentiality laws for adolescents.

Client Characteristics

The targeted group of clients for the Campbell Juvenile Drug Court program is children aged 12 to 17 ½. Approximately twenty-seven clients are currently involved in intensive outpatient treatment.

Targeted clients will have an average of 4 to 6 charges each and have spent as much as 30 days in detention in their lifetime. The following charges will be as common for clients in the Campbell Juvenile Drug Court program: truancy, alcohol intoxication, trafficking, possession, burglary, runaways, beyond control, criminal mischief, and criminal trespassing. Also, some clients had originally been charged with domestic violence. The primary drugs of choice are alcohol, marijuana, and hallucinogens (LSD, acid).

The Drug Court Judge expects that between 35 and 40 percent of clients in the Campbell Juvenile Drug Court program will have been in some sort of drug or alcohol treatment prior to entering the Drug Court program.

The Drug Court clients will have a variety of special needs. Scenarios include: the clients have dropped out of school. These clients are pushed to get their GED's. Others are living on their own without the support of relatives. One boy had a two-year-old child. However, the majority of clients in the Drug Court program have not had child care needs. One girl was not able to read. The Drug Court staff got someone to teach her to read and she is now teaching another client who is unable to read very well.

Successful Case Studies Juveniles Who Would be Eligible for Drug Court

The following success stories are case studies of Campbell County juveniles referred to treatment who would be eligible for the Campbell Juvenile Drug Court program. These case studies illustrate the potential benefits of court-ordered treatment.

Female. Megan was court ordered into treatment as the result of fifteen charges that were alcohol or other drug related. They ranged from alcohol intoxication to refusing to follow the orders of a police officer. She entered treatment on June 10, 1998. She was unsuccessful in school and was not getting along well at home with her mother or stepfather. Upon entering treatment, she stated many times that she loved drinking, taking acid and smoking marijuana and that we could never make her stop. Each treatment day was a struggle due to her obstinacy and her argumentative nature.

Megan refused to attend Twelve Step meetings and continued to associate with her old friends. Each drug screen was positive for marijuana until January 1999. She received a theft charge in August 1998. Last September, Megan got pregnant by a 32-year-old man; Megan had just turned 17. Six weeks into the pregnancy, Megan told her mother and was thrown out of the house for being pregnant. She went to stay at a shelter for youth who are homeless or runaways. After being examined by her obstetrician, it was discovered that there were problems with the pregnancy. She had some tests run and it was discovered that the baby had died and the pregnancy was terminated. Megan returned home after this. She was absent from treatment for two weeks and upon returning, shared that she had used even while pregnant and that she had really tried not to use. Megan began attending AA but continued to use.

In October 1998, Megan decided to get clean and sober. She was abstinent until January 1, 1999. On January 2, 1999, Megan got clean and sober again. Since that time, Megan began attending AA daily, got a sponsor, began working the steps, obtained her GED, attended the Center for Employment Training and successfully completed the automated office skills course, and participated in a local bank's banking and employment training. She was offered and accepted a loan officer's assistant position with the bank.

Megan is now getting along well with her family, has either changed friends or has helped her friends to get sober, is working full-time, continues to attend AA meetings daily, and on July 2, 1999, she has been clean and sober for a full six months.

Male. Rob entered treatment in July of 1998. He was ordered by the court and had a significant legal history. His charges ranged from possession of marijuana to theft and burglary. He was very angry and stated that he did not need treatment. His mother was not supportive of treatment. The Judge had ordered both Rob and his mother to successfully complete the treatment program.

Rob's last drug or alcohol usage was August 30, 1998. He was not as difficult to work with as Megan had been and began seeing very quickly how his life had been affected by his partying. Shortly after entering treatment, two of Rob's best friends died in an auto accident as the result of alcohol and other drugs. This loss impacted him so greatly that he started attending AA meetings daily, obtained a sponsor and began working the steps. He received his GED, was holding a full-time job, and began living with his maternal grandmother. After Rob turned eighteen, the Drug Court program permitted his mother to stop attending the family program due to her continued use of mind/mood altering drugs. Rob asked a man with twenty years of sobriety to be his surrogate family member and this was extremely beneficial for Rob. Rob had revealed his father's serious drug usage and that he had been unable to have a relationship with his father or mother for many years. Rob reported that he had used with both of his parents and due to their use had been earning his own money since the age of 12.

Rob will have been clean and sober for ten months on June 30, 1999. He has had no further charges since June of 1998 and entering treatment.

Conclusions

In summary, the Campbell Juvenile Drug Court pilot program received initial funding June 10, 1998. The program is firmly established on the Key Components and has three program phases, which will take an average client approximately one year to complete. Currently, the goal is 25 clients in the pilot program.

This program is in the initial planning stages. However, a pilot program is to be implemented and will accept a number of clients into the program. The planning coordinator and Drug Court Judge are both dedicated to the Campbell Juvenile Drug Court program and the adolescents served. Both have worked extensively with juveniles in treatment and in the court system. The funded program should have a smoother implementation because of the extensive experience and preliminary work the Judge and planning coordinator have put into the planning of the Campbell Juvenile Drug Court program.

The planning coordinator and the Drug Court Judge were asked what they believed to be the strengths of the program as well as the things that they believed needed to be improved upon. The following are some of the strengths mentioned:

- Intervention in an adolescent's drug use,
- Treatment,
- Accountability,
- Active involvement in a 12-step program, and
- Developing the full potential of clients as human beings.

The following are the suggested improvements:

- More vocational training,
- Public education about the Drug Court program, and
- Train other Judges to work with the program.

The advice to other Juvenile Drug Court programs included:

- Make sure that everyone understands the stipulations and requirements of the Drug Court program,
- Understand that the Drug Court is a team effort,
- Make sure that the people involved are knowledgeable about treatment as well as criminal justice, and
- Ensure that the people involved understand adolescent development.

The following were concluding responses given by the planning coordinator and the Drug Court Judge. Overall, the comments reflect summations of what the respondents think about the Drug Court program. The planning coordinator stated, “[I] think this is the way to go.” The planning coordinator also stated that the Drug Court program is a strength-based system; instead of focusing on weakness, the program

focuses on client strengths. “It’s time people tell them what’s right for them.” The Drug Court Judge commented, “Very enthused,” “Very pleased that the powers that be have made themselves aware that this program is important,” and “Amazing.”

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 cannot 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 successful Juvenile Drug Courts in other areas of Kentucky.

The Campbell Juvenile Drug Court program process evaluation used structured interviews and a specific methodological protocol. The methodology protocol and interview procedures were used in a number of process evaluations across the state of Kentucky. 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 planning period for the Campbell Juvenile Drug Court program. 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 planned Campbell Juvenile 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 Juvenile Drug Court program included semi-structured interviews with the Drug Court planning coordinator and the Drug Court Judge. The planning coordinator's interview lasted about five hours and the Judge interview lasted approximately one hour. Information was collected during April 1999. This process evaluation did not include any other agency surveys due to the nature of the program pilot at this time.