

# Clark/Madison Counties Adult Drug Court Implementation Evaluation

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# **Clark/Madison Counties Adult Drug Court Implementation Evaluation**

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## **EXECUTIVE SUMMARY**

The current process evaluation report describes the implementation of the Clark/Madison Adult Drug Court Program. To describe the implementation of this program, data were collected on court operations and participants to determine how effectively the 10 Key Components (Drug Court Programs Office, 1997), a set of standards defining effective Drug Court operations, were implemented by this court. Process evaluation methods included interviews with Drug Court team members, participant observation, program records abstraction, and a focus group. The conclusion of this report is that the Clark/Madison Counties Adult Drug Court has been implemented following the principles highlighted in the 10 Key Components, specifically:

### **Key Component #1. Drug Courts integrate alcohol and other drug treatment services with justice system case processing.**

Findings from the interviews with the Drug Court team, the focus group and the participant observation showed that the Clark/Madison Counties Drug Court team includes persons representing all aspects of the local criminal justice and treatment delivery systems, including the court system (judge, attorneys), corrections, law enforcement and treatment representatives. Data on the operations of the Clark/Madison Drug Court shows that this program uses substance abuse treatment services from community providers as well as providing additional services through Drug Court staff members. A case specialist monitors participant progress through urine drug tests for illicit drugs, and the Drug Court judge regularly reviews the status of each participant during a Drug Court session.

### **Key Component #2. Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights.**

Findings from the focus group and participant observation showed that the Clark/Madison Drug Court team members work well together. The prosecutor and defense attorney collaborate well with one another thereby maximizing the potential for addressing public safety issues while also representing the interests of the participants in the program. The Drug Court staff work together when making decisions about participants, and each team member's opinions are heard and taken into consideration during team meetings.

### **Key Component #3. Eligible participants are identified early and promptly placed in the Drug Court program.**

Findings from the interviews and focus group with the team showed that the Clark/Madison Drug Court program has worked to identify and place participants into the program. The Clark/Madison program follows an established set of inclusion/exclusion criteria that are used to determine a potential participant's eligibility for the program. The Drug Court administrator, who is a Certified Alcohol and Drug Counselor (CADC), uses the Kentucky Drug Court Addiction Severity Index to assess the drug use problems of individuals identified by team members as being potential eligible for the program. Sometimes the assessment is completed with individuals who are in jail and sometime the assessment is completed at the Drug Court office. If participants are being detained in jail, the local jail may transport them to the Drug Court to help ensure that potential participants are promptly assessed for eligibility.

**Key Component #4. Drug Courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services.**

Findings from the focus group and staff/team interviews showed that the Clark/Madison Drug Court program has access to a variety of different treatment programs in which they place participants according to need. The Drug Court administrator who is a CADC provides group and individual counseling for the participants. Comprehensive Care conducts groups for the participants, and Alcoholics Anonymous groups are conveniently located for participants to attend regularly. Long term residential treatment is also available for the Clark/Madison Drug Court program through programs such as the Schwartz Center, The Ridge, and Independence House.

**Key Component #5. Abstinence is monitored by frequent alcohol and other drug testing.**

Findings from the focus group, monthly statistical reports, and the team interviews showed that the Clark/Madison Drug Court program administers urine drug tests to each participant frequently and randomly throughout the program. As participants advance through the phases drug testing is done less frequently. Drug testing is done 3-5 times per week during Phase I, two times per week in phase II, and 1-2 times per week in phase III. Observation of a court session by researchers from the University of Kentucky showed that the judge paid careful attention to urine drug test results, and reviewed these with participants during the court session. Data from the Monthly Statistical Reports that a 766 urine samples collected during the time span covered by this evaluation (an average of 69.6 urine screens were conducted each month). As shown in Figure 3, the fewest ( $\underline{n} = 39$ ) urine screens were collected in December of 2001, and the most ( $\underline{n} = 117$ ) screens were collected in February 2002.

**Key Component #6. A coordinated strategy governs Drug Court responses to participants' compliance.**

Findings from the participant observation, records examination, and team interviews showed that Clark/Madison Drug Court participants gain rewards throughout the program by being compliant with program rules and by showing significant progress toward meeting their treatment goals. For example, rewards are given for "clean" drug tests, good journal participation, attendance, and for not receiving new probation violations. Rewards that are typically used for acknowledging the participants' progress include phase promotion, reduced amount of contact with treatment coordinator, and praise or acknowledgment from the judge as well as the entire Drug Court team. Sanctions are also regularly used to hold participants accountable for being noncompliant with the program. Sanctions may include phase demotion, curfew restrictions, jail time, and community service.

**Key Component #7. Ongoing judicial interaction with each Drug Court participant is essential.**

Findings from the participant observation and the judge's interview showed that the Clark/Madison Drug Court judge meets with the Drug Court participants bimonthly. Throughout the Drug Court meetings the progress of each participant is discussed, and sanctions or incentives are given as needed. Prior to Drug Court the judge reads the journals that are required from each participant and inquires about any concerns, problems or achievements of the participant from the prior two weeks.

**Key Component # 8. Monitoring and evaluation measure the achievement of program goals and gauge effectiveness.**

An ongoing evaluation is conducted by a research team at the University of Kentucky Center on Drug and Alcohol Research. The current report is a part of this evaluation effort.

**Key Component # 9. Continuing interdisciplinary education promotes effective Drug Court planning, implementation, and operations.**

Findings from staff interviews revealed that several members of the Clark/Madison Counties Drug Court team have attended a variety of educational workshops and trainings. The Case Specialist, Treatment Coordinator, Commonwealth's Attorney and judge have attended trainings conducted by The National Drug Court Institute as well as other local and state workshops. The Clark/Madison Drug Court Coordinator attended the Kentucky School of Alcohol and Other Drug Studies in July, a seminar on club and rave drugs held in Richmond Kentucky, and the National Drug Court Conference held in Washington D.C. By attending these educational training sessions members of the Drug Court team are exposed to interdisciplinary concerns and therefore help to maintain a high level of professionalism, commitment, and collaboration.

**Key Component # 10. Forging partnerships among Drug Courts, public agencies, and community-based organizations generates local support and enhances Drug Court effectiveness.**

Findings from a participant observation and staff interview showed that the Clark/Madison Counties Drug Court program has successfully forged partnerships with many essential agencies and community organizations. The Drug Court team consists of representatives from the court, prosecution, defense counsel, treatment providers, social service agencies, and law enforcement. The Drug Court program has not only formed a relationship with Bluegrass Regional Health Comprehensive Care Center, but also has partnered with other counseling services such as The Beta Treatment Center, Schwartz Center, The Ridge, Crossroads and Independence House to promote a comprehensive treatment program for all participants. Relationships have also been formed between the Drug Court program and valuable community resources such as job development services and adult education programs.

**Strengths**

The Clark/Madison Drug Court program has many strengths, including: keeping defendants drug free; maintaining strong connections among the Drug Court Staff; performing random urine analyses; providing intensive supervision by the court and probation officers; familiarity with each participant because of the community's small size; strong community support of the program; and producing successful graduates and turning them into stable, productive, and responsible members in the community.

The most compelling aspect of this Drug Court program is the individualized attention each participant receives. The Drug Court Staff work hard to make sure the needs of every participant is met. The program is unique because of the small community for which it serves. Having such a small community allows the judge and Drug Court staff to know a lot more about each participant. For instance, if a participant seems to get in trouble with a certain group of people, or at a certain location most often a bailiff or Drug Court staff member will see them and

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at this location or with these people and will be able to report this back to the judge. The judge then can address the issue before it becomes a more serious problem.

The number one rule for this Drug Court program is honesty. The judge thinks that the participants have lived a life full of lies as addicts, and he makes it clear to each participant that lying is not tolerated. As a result the Drug Court participants and staff have a very open and honest relationship, which is important in every recovery process.

The Clark/Madison Drug Court has an enthusiastic, supportive, and determined Drug Court staff. The staff works well together and has a strong support network from other community leaders. Completion of the Clark/Madison Drug Court is very difficult, which can be seen as a result of only two participants successfully completing the program. However, both graduates have not relapsed to date, and are productive members in the community. This demonstrates that the Drug Court program is making a difference in the community, and in individual participant's life.

The primary concern noted by this evaluation centers primarily on the courts relatively "small" capacity. Although its small size allows for more individualized treatment, this program should focus on enrolling a larger number of participants to increase its overall impact in the community that it serves.

**BACKGROUND AND SIGNIFICANCE**

**Need for Adult Drug Court**

Kentucky is similar to the nation with respect to rising rates of incarcerated drug offenders. For example, 5,936 inmates were released in 1995 from adult institutions in Kentucky and 33.1% of them returned to prison within two years (Kentucky Department of Corrections, 1999). The overall recidivism rate increased from 30.8% in 1989 to 33.1% in 1995. Although recidivism is highest among violent offenders, the rate or recidivism for drug offenders is climbing rapidly. In addition, Leukefeld et al. (1999) found that 59% of Kentucky inmates were dependent on substances and that inmate illicit drug use 1 month prior to incarceration was 20 times higher than the general population. In response to the rising costs of incarceration and increasing number of drug related arrests, Kentucky's Administrative Office of the Courts (AOC) established a Drug Courts division in July 1996, to provide fiscal and administrative oversight to all Drug Court programs in the state.

**Drug Court in Kentucky**

The motto for Kentucky Drug Courts is "A chance...a change." Kentucky's Drug Courts are aligned with more than 500 Drug Courts across the United States. 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 and reintegration into society.

Adult Drug Courts in Kentucky are grounded in the Key Components described in the publication Defining Drug Courts: The Key Components (Drug Court Programs Office, 1997). These key components were developed by the Drug Court Standards Committee to ensure that a core set of standards were defined for all Drug Court programs (see Table 1) to follow. In exchange for successful completion of the Drug Court program, the judge may choose to dismiss the participant's original charge, reduce or set aside a sentence, offer a lesser penalty, or use a combination of these rewards. Drug Courts transform

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the roles of both criminal justice practitioners and Alcohol and Other Drug (AOD) treatment providers as they collaborate with each other in an attempt to help the offender to learn to live drug-free, crime-free, pro-social lives. A balance is achieved between the need for intensive supervision (ensuring public safety and offender accountability) and focused treatment on the many treatment needs evident in adults who abuse drugs. Family therapy, substance abuse, relapse prevention, anger management, stress management, education, employment, life skills, structure, responsibility, accountability, and impulse control are only a few of the psychosocial areas that Adult Drug Courts must address in order to have a favorable impact on the offender, and the community as a whole.

The judge is the central figure in the Drug Court, which is a team effort that focuses on participant sobriety and accountability as its primary goals. As the central authority figure for the team, the judge acts as both advocate and instructor. This fundamentally shifts the relationship between the judge and the participant from being an “adversary” and punisher, to being a “mentor” and socializing agent.

### **History and Development of the Clark/Madison Drug Court**

In Clark County, during Fiscal Year 1999, 415 arrests were made for driving under the influence (DUI), 825 arrests were made for drunkenness, 202 arrests were made for narcotic drug law offenses, 29 arrests were made for liquor law offenses, and 204 arrests were made for other drug and alcohol related offenses. In Madison County, during Fiscal Year 1999, 971 arrests were made for driving under the influence (DUI), 1,050 arrests were made for drunkenness, 428 arrests were made for narcotic drug law offenses, 229 arrests were made for liquor law offenses, and 449 arrests were made for other drug and alcohol related offenses (Crime in Kentucky – Commonwealth of Kentucky 1999 Crime Report). Therefore, the court sought and received a three-year implementation grant from the Drug Courts Program Office to establish intensive programming for drug offenders in these counties.

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The purpose of this report is to provide the results of a process evaluation for the Clark/Madison Drug Court program, to partially fulfill the mandated evaluation of all federally funded Drug Court program grants. The data for this report is for the period from July 2001 to June 2002. The Clark/Madison Drug Court program began their pilot program during the first weeks of December in 1998. Currently, there are seven Drug Court participants in the program.

Because the Clark/Madison Counties Drug Court program is grounded appropriately in the Key Components described in the 1997 publication *Defining Drug Courts: The Key Components*, the current evaluation focuses on describing the level of the program's compliance with the standards set out in the Key Components. To this end, a variety of established and systematic research activities and methods were used to document the implementations of this program, including interviews with Drug Court staff, review of program records, focus group, and participant observations. Together these data showed that the Clark/Madison Adult Drug Court closely adheres to the standards established in the 10 Key Components.

### **Table 1. Drug Court 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 gauge 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.

Source: Drug Court Programs Office (1997, January). Defining Drug Courts: The Key components.

## **Process Evaluation Methodology**

### **Interviews**

A set of interview instruments that collected both quantitative and qualitative data from key Drug Court stakeholders were used during this process evaluation (see Logan, Lewis, Leukefeld, & Minton, 2000). These interviews were conducted with, (1) judges, (2) Drug Court administrators, (3) prosecutors, (4) defense attorneys, (5) law enforcement and corrections personnel, (6) treatment providers, and (7) Drug Court participants. The Drug Court judge Interview assessed level of prior experience with the target population, the perceived potential impact of the Drug Court on the community and judicial system, who determined program eligibility, overall capacity, the consequences for failing the program, the services needed, the planned level of supervision, and the types of graduated sanctions and rewards used. The Drug Court Administrator Interview is a comprehensive questionnaire which was completed with the Drug Court coordinator and detailed the specific operational characteristics of the Drug Court program. Specific sections highlighted the target population, program goals, program organization and function (e.g., recruitment, capacity, assessment, services), supervision practices, staff characteristics, and community organization involvement. The Drug Court Staff Interview gathered detailed data about the roles and treatment orientation of the Drug Court staff members. The Prosecution, Defense, and Law Enforcement/Corrections interviews focused on perceived benefits, level of understanding of what the new program will include, level of commitment to help make it work, and perceived problems it might cause. The External Treatment interview helped to pinpoint what types of treatment services were offered and through what avenues.

### **Court Observation**

Two researchers from the University of Kentucky attended one court session at the Clark County Adult Drug Court, and another at the Madison County Adult Drug Court. Data were coded using a

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protocol developed by Satel (1998) during a national study of 15 adult Drug Court programs. This allowed for a more systematic description of the interactional (exchanges between the judge, court staff, and participants) and environmental variables (physical characteristics of the setting) of the Drug Court session. This method involved coding the session on 17 specific characteristics that focused on the interaction between the Drug Court judge and participants (including eye contact, physical proximity of the judge to the participant, who is addressed first by the judge, whether the judge/participant remain throughout the entire session, time spent with each participant) and court room setting (including seating arrangements, proximity of the judge and participants, and ambient noise level). A copy of the observation code sheet is included in Appendix A. In addition, Drug court staff were asked to rate how “typical” the observed sessions were for regular operations of the courts. Findings suggest that these observed sessions were typical of court operations, with program staff indicating high levels of agreement that the court status hearings were typical.

### **Monthly AOC Statistical Reports**

The Clark/Madison Drug Court makes monthly reports to the Administrative Office of the Courts. For each month, these reports summarize 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 receiving phase promotions or demotions, the number of court sessions, the number of participants identified as using an illicit substance 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 participants, 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 preceding month. For the current

evaluation, the monthly statistics reports covering July 2001 until June 2002 were reviewed and coded for data.

### **Focus Group and Logic Model**

A focus group was held with the Clark/Madison Counties Adult Drug Court team to facilitate the completion of a logic model of the program operations (Harrell, 1996). A script (included in Appendix B) was adapted from the Bureau of Justice Assistance to facilitate this focus group. Focus group participants included three Caucasian females and two African-American males. After providing informed consent, focus group members were provided with a series of questions that asked them to identify the target population served by the Clark/Madison Counties Drug Court; to list program goals/outcomes (the expected results); to describe initial goals (short-term progress indicators) and treatment activities (specific actions taken and services provided to effect both long- and short-term goals); and to record other model components like resources (e.g., materials and personnel available), participant background characteristics (i.e., common participant risk factors) and other factors which may influence realization of the goals (such as environmental characteristics over which the Drug Court may have no control). Finally, logical causal links were discussed, identifying the integral part that each component plays in the program.

### **Findings: Program Description**

#### **Drug Court Program Structure**

**Location.** The Clark/Madison Drug Court program serves both Clark and Madison Counties. Clark County is located in the outer Bluegrass region of Kentucky, and is adjacent to Fayette County. Madison County is located south of Clark County and is in the Eastern Knobs region of Kentucky. According to 2000 census statistics, the estimated population in Clark County is 33,144 with 93.6% of the population Caucasian and 4.8% African American. The estimated population in 2000 for Madison County is 70,872 with 93% of the population Caucasian and 4.4 % of the population African American.

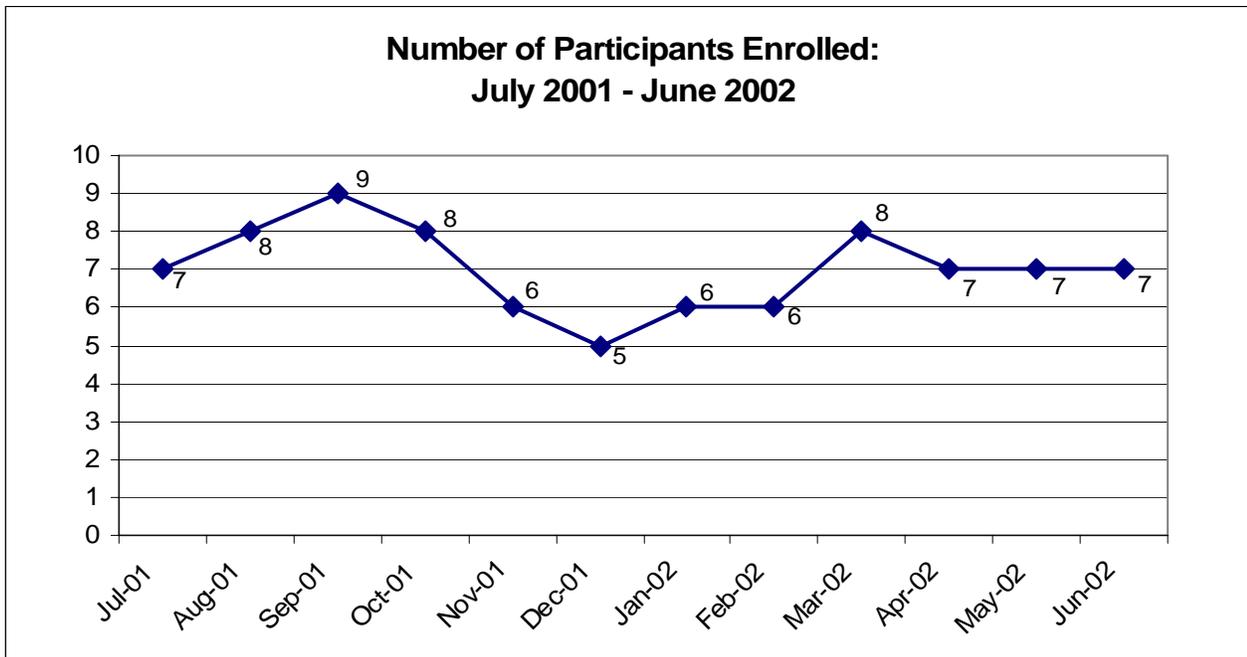
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Drug Court sessions are held in the Circuit Courthouse in Richmond and Winchester, Kentucky.

(retrieved from <http://www.fedstats.gov/>)

**Capacity and caseflow.** The Clark/Madison Adult Drug Court can accommodate 12 participants. Currently the Clark/Madison program has seven active participants. Five of the participants are male and two of the participants are female. Participants enter the program after being assessed as eligible for the Drug Court, and during the times in which data was collected for this report, there was a waiting list. Review of the program found 15 participants who had been active in Drug Court during the timeframe examined by the current report. Monthly statistical reports were used to determine the monthly census for the Clark/Madison Counties Drug Court between July 2001 and June 2002 (shown in figure 5). The average number of participants active per month was 7 (range 5 to 9).

**Figure 1**



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**Drug Court staff and team members.** Clark/Madison Counties Drug Court employs one full time Drug Court Coordinator, who began in October of 2000. The coordinator's primary responsibility is to oversee the Drug Court program by conducting assessments, assuring quality treatment, updating each participant's individual plan, providing random drug screens, scheduling family support sessions, and verifying employment and housing stability. Currently the Drug Court Coordinator acts as the case specialist, and the treatment provider. Bluegrass Comprehensive Care provides little treatment for the Drug Court program, due to a lack of staff. The Drug Court judge volunteers her time to the Drug Court program, and has been with the Clark/Madison Drug Court since its inception. The Drug Court team also includes a probation/parole officer, two public defenders, and the Commonwealth's Attorney.

**Referrals, eligibility and admission procedures.** Participants may be referred to the program by public defenders, word of mouth between inmates, and brochures inviting arrestees/defendants to apply. When a potential participant is referred into the program, the Drug Court staff meets with him or her to begin to prepare a report about his or her eligibility to participate in the Clark/Madison Drug Court program. When a referral is made, the probation officer and the prosecutor will give their input on whether or not they think the referred individual will be a good candidate for the program. The prosecutor and probation officers often have had prior interactions with these candidates; therefore their input about the prospective participant is highly regarded. The Kentucky Addiction Severity Index is then administered by the Treatment Coordinator who performs this assessment either in the local jail or in the Drug Court Office. The assessment is completed within two weeks of the judge's referral of a potential participant into Drug Court.

To be eligible for the Clark/Madison Drug Court, adults must be assessed on certain inclusionary and exclusionary criteria. Participants must be on probation, and become eligible for the program as soon as they plead guilty. Participants also must be substance dependent or abusing drugs, must have their own

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transportation, and be a resident of either Clark or Madison Counties. No violent offenders or repeated felony offenders are allowed in the Clark/Madison Drug Court program. Potential participants also must not have weapons charges, or have committed a crime involving weapons. Once an adult offender is determined eligible for Drug Court, he or she is required to sign a written agreement of participation.

**Program goals.** The primary goal of the Clark/Madison Drug Court program is to produce productive citizens. The measures for this goal include continued sobriety, employment, and renewed family relationships when appropriate. In addition to the primary goal, the Clark/Madison Drug Court reports to the Administrative Office of the Courts on the following goals and measures of goal achievement:

**Table 2. Program Goals and Measures**

<b>Primary Goals</b>	<b>Measures for Goal Achievements</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 Court net, 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 participants; gaining/keeping custody of children
6. Expand and maintain resource base	Expanding and maintaining the number of agencies the Drug Court program can refer participants to or who work with the Drug Court

**Phase structure.** Like all Kentucky Drug Courts, the Clark/Madison Counties Drug Court is divided into 3 distinct phases, each with a separate set of goals and procedures and strategies for reaching these goals. A general overview of these 3 phases (including Drug Court sessions, treatment activity, and supervision level) is presented in Table 2. The total minimum expected duration of the participants’ stay in Drug Court is 12 months, but many participants take much longer than this to finish the program.

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Generally, as the adults move through the three Drug Court phases, the number of court sessions that they are required to attend decreases, as does their level of supervision. Participants are required to attend their scheduled Drug Court session, and they are not permitted to miss sessions because of work or for any other reasons. In phase I participants are under the most intensive supervision. During Phase II, the level of treatment is more intensive than treatment in phase I. In Phase III participants are under the least amount of supervision.

The number of support groups that participants are required to attend is dependent upon their treatment phase. During Phase I and II the participants will attend at least three to seven groups per week, and at least three support groups per week in Phase III. Individual and additional group session attendance is less systematic, and is provided to each individual as needed. In addition to treatment and urine screen supervision, other expectations include (1) participation in a 12-step group like Alcoholics Anonymous (AA) and/or Narcotics Anonymous (NA) (2) and either school enrollment or employment while completing their GED.

**Table 3. Drug Court Program Phase Requirements**

**Phase I:**

- 1. Each participant is subject to five (5) random screens per week**
- 2. At least 3-7 support groups per week.**
- 3. Attendance at all assigned group and individual sessions**

**Phase II:**

- 1. Each participant is subject to three (3) random screens per week**
- 2. At least 3-7 support groups per week**
- 3. Attendance at all assigned group and individual sessions**
- 4. Obtain a NA/AA sponsor**

**Phase III:**

- 1. Weekly urine drug testing, on demand**
- 2. At least three support groups per week.**
- 3. Maintain AA/NA sponsor.**

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**Graduation.** The judge has the discretion to determine who should graduate or be terminated from the Drug Court, and his decisions are based upon input from the rest of the team. Participants are recommended for graduation from the Drug Court after they have been in the program for at least 12 months, have actively participated in the program; have successfully completed all three program phases; have maintained stable living conditions for 12 months; have maintained stable employment for 6 months (unless the participant is in Vocational Rehabilitation or an educational program); and have provided clean urine screens for at least six months.

Graduation occurs when each participant has completed all the requirements for graduation. Graduations are open to the public if the participants so choose. The participants are able to invite anyone to their graduation. Family and friends are welcomed, as well as the press if the event is public. The participant is given a plaque, a T-shirt, and something unique and special from the judge. Once the participant graduates, he or she will continue to be on probation, although supervision is decreased. The participant remains on probation to enforce the aftercare component of Drug Court.

**Program rules and termination from Drug Court.** Each new Drug Court participant and their family is given a Clark/Madison Counties Drug Court Handbook at program entry that details the operations of the program, policies and procedures, rules, and what each participant can expect and what is expected in return. Rules are viewed as important by the team for many reasons. Program rules impose a structure (often unfamiliar to participants) upon the lives of the participants, ensure the safety of the staff and participants, provide a model of the larger order that society follows, and promote predictable and consistent program operations. Table 3 presents the statement of the rules participants must follow to remain in Drug Court. Failure to follow rules can and frequently does result in the imposition of a disciplinary sanction, and may lead to the expulsion of the participant from the program (for either serious infractions or for repeated rule breaking).

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When a participant is noncompliant with the program rules, he or she may be terminated from the program. Probation is revoked in this circumstance and the original sentence is reinstated. Violence, mistreatment of any Drug Court team member, consistently dirty drug screens, and new felony charges filed against the participant all may prompt termination.

### **Table 4. Program Rules**

1. Appropriate clothing is expected at all times. Participants need to wear a shirt or blouse, pants (or shorts of reasonable length), and shoes. Sunglasses will not be worn inside the court or any other treatment facility unless medically approved by the Court. Clothing bearing drug or alcohol related themes, or promoting or advertising alcohol or drugs use are not allowed. No gang colors or clothing is to be worn.
2. Participants are expected to attend all groups, educational sessions, activities and individual sessions; arrive on time and not leave until a break occurs or the meeting is over. Participants who are late will not be allowed to attend and will be considered non-compliant.
3. The following actions will not be tolerated:
  - No violence or threats of any kind will be tolerated
  - Coming to any required meeting or facility under the influence of any drug or alcohol
  - Possession of alcohol, drugs, weapons, etc.
  - Participants displaying intoxicated or addicted behavior may be expelled
4. Inappropriate sexual behavior or harassment will not be tolerated
5. Attendance at self-help recovery groups is expected and non-compliance will be documented
6. Participants' families or friends should not loiter. If friends or family members are providing transportation, they should simply drop off the participant and pick them up at the end of any scheduled session.

**Participant Goals.** Participants will work on the following goals as written in the program manual. Participants must agree to these goals and sign an authorization after reviewing the program requirements with their defense attorneys.

**Table 5. Participant Goals**

1. You will be able to use treatment as a means of changing lifestyle patterns.
2. We will identify your specific needs and help teach you better coping mechanisms.
3. We will promote your adjustment to a drug-free lifestyle.
4. We will work to encourage a non-criminal pattern of living.
5. We will help you develop employment skills through vocational training and educational pursuits.
6. We will help foster your involvement in support groups (NA and AA).
7. We will work to increase your social skills.
8. We will work to enhance your self-motivation.
9. We will teach warning signs of relapse and relapse prevention planning.

**Logic model of the Drug Court program.** The logic model is one method for describing a program in a standardized manner (Harrell, 1996). Data collected during a focus group with program faculty were used to complete the logic model of the Clark/Madison Counties Drug Court shown in Figure 1(p.22). The target population for this program is drug-involved adult defendants in circuit court who have been charged with a crime. In compliance with federal guidelines the staff members indicated that they do not accept adults with violent offenses. The initial goal of the program was not to accept drug traffickers; however, currently the program does accept individuals who have been convicted of trafficking. The staff stated, “they have recognized that most people who are trafficking aren’t making a living by trafficking, but they are simply supporting their habit”. Drug Court participants are referred into the program by the defense attorneys. During the focus group staff reported a preference for these individuals to be first time offenders but staff indicated flexibility with this rule. Staff reported, “everything is dealt with on a case specific basis, and the only hard and fast rule is that the Drug Court does not accept violent offenders.”

Clark/Madison Counties Adult Drug Court has access to a variety of available resources whose roles are to provide positive interventions for drug-involved adults. Currently the Drug Court does not have a stable external treatment provider. The program initially used Comprehensive Care as their primary treatment provider. However, staff reported that “the number of sessions focused on substance abuse has changed from 24 sessions initially to 6 sessions currently, and ideally we wish to have more”. Team members expressed concern over the treatment issue reporting that participants “need more

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meaningful treatment from Comprehensive Care, not simply bringing the participants in 6 times and showing them a video”.

Additional resources are available to the Clark/Madison Counties Drug Court. The Clark/Madison Drug Court takes advantage of the local GED program which every participant must work to obtain a high school education. They also use the local homeless shelter, the Family Resource Center, local churches, Vocational Rehabilitation and local support groups such as AA/NA/AL-ANON. The staff indicated that family court is used as another resource, stating “the Family Court judge and the Drug Court judge often works together, for example if there is a participant who is in both courts”. Community service is very informal in the Clark/Madison Drug Court program. Staff indicated that they “often have had participants cleaning the clerk’s office for instance the participants will have to dust and organize files”.

Staff identified many background characteristics of the Clark/Madison Counties Drug Court participants. Staff said, “before OxyContin really got started the drug of choice was coke.” Many of the current participants abuse prescription narcotics such as Percocet and Oxycodone. The team members expressed concerns regarding this problem, claiming that Clark and Madison counties have a bigger prescription drug problem than anywhere else in Eastern Kentucky. Because of this sizeable population of people in Clark and Madison Counties abusing legal narcotics, the staff is concerned about accepting people into the program who have a legitimate prescription. “We have denied entry to people who have had legitimate needs for a prescription drug, however refuse to give up this drug in order to get into the Drug Court program”.

Staff members indicated many important characteristics of participants who are able to successfully complete the program. These characteristics include; a desire and motivation to succeed, supportive family members, self awareness of their addiction or problem, drug-free living arrangements, and emotional maturity. Another characteristic descriptive of the participants as identified by the team

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was a lack of foresight, exhibited through tendencies to live in only the present, and an inability to relate life consequences to their actions.

The Clark/Madison Counties Drug Court utilizes a variety of treatment activities. Random drug testing is a treatment activity that the Clark County Drug Court team thinks has been successful. AA/NA groups are available on a daily basis, and in Clark Counties there are different AA/NA groups for males and females. Participants also meet with the Drug Court Administrator after court for a psycho educational group. The participants meet once a week for an individual session with the Drug Court Administrator. Daily journals are required from each participant, which only the judge reads. The Clark/Madison team takes advantage of many long-term treatment programs. The 28 day treatment programs include The Schwartz Center, Cross Roads, Beta, Lane House, Independence House. The Next Step Recovery House, a 15 day program, is also available for placement. However, staff expressed concerns about the availability of these programs because the waiting list is 6-8 weeks, on average.

The initial goal of the Clark/Madison Counties Drug Court is for the participants to be truthful, and the team stresses the importance of “daily honesty” to each individual participant. Staff indicated that “the immediate thing we (the team) want and expect is honesty, and the lack of honesty is one of the first thing for which most people receive sanctions.” The team also expects the participants to have clean urine screens, to keep all of their required appointments, to maintain stable housing and employment, and to abstain from criminal activity. Staff said, “each day we hope that no new crimes are committed by our participants”. The team members also indicated the important role that the judge plays in the Drug Court program. “We are in a unique situation because the judge is not only knowledgeable about addiction, but is also street smart. She is a unique aspect to our court, because she quizzes them on small details for instance about there kids, medical issues, and being the right type of person. She definitely hits the whole person.”

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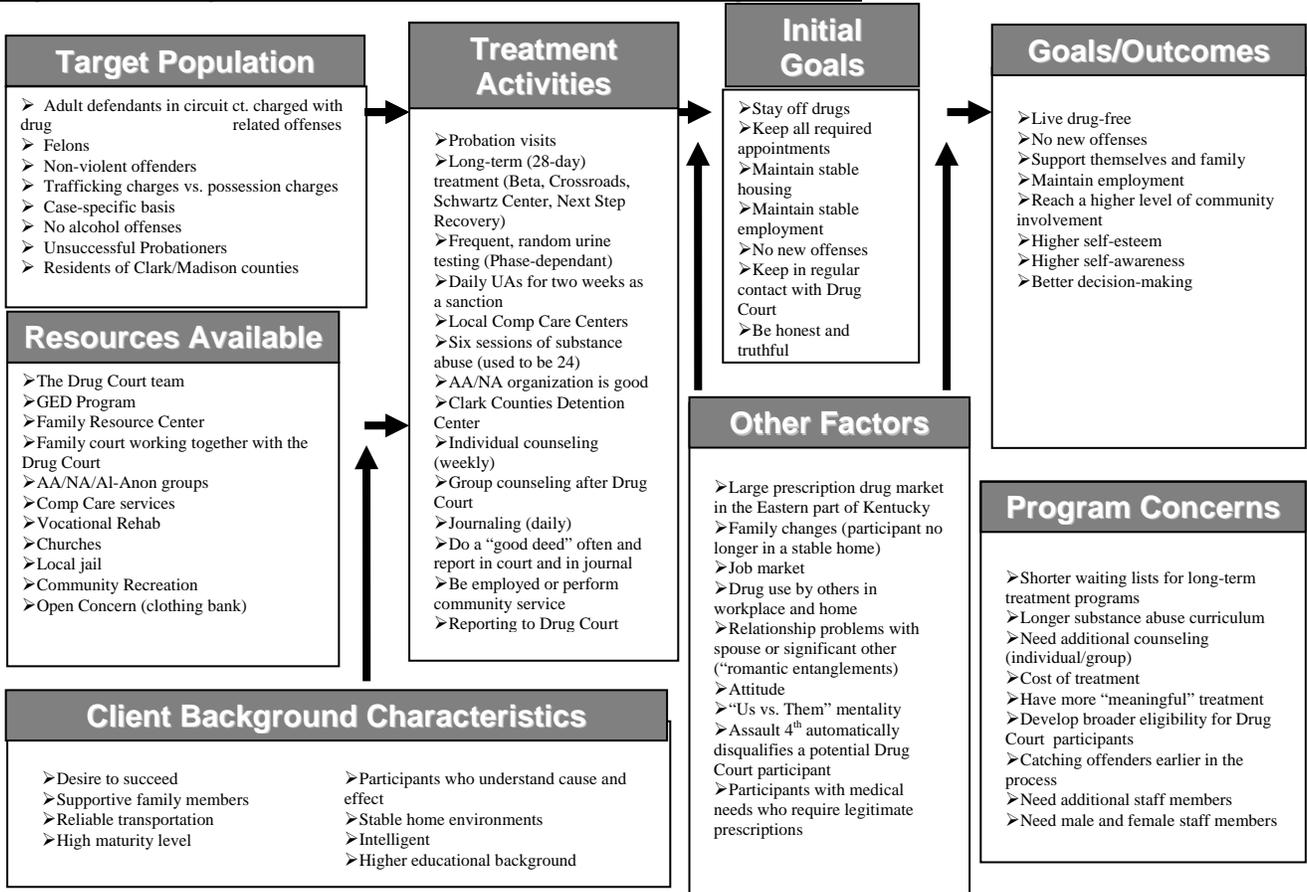
The Clark/Madison Counties Drug Court team indicated other factors which influence their Drug Court. Staff said, “a romantic entanglement can or will crash and burn them (the participants) very quickly”. Troubled relationships were identified as a major factor that can cause someone to relapse or cause a conflict in the participant’s recovery process. The team expressed the importance of the participant’s attitude and how the Drug Court can reform a negative attitude in participants into a positive one. “Attitude, one thing the Drug Court can do is change attitude. A lot of times when they come into the Drug Court with an ‘us against them’ attitude they don’t see Drug Court as a resource,” staff stated. The long term outcomes or overall objective of the Clark/Madison Counties Drug Court team are for their participants to live drug free and crime free lives. The team hopes there participants will be able to support themselves and their families. The staff said that they ideally want “to see the person function in the community and have a higher level of community involvement.” They hope to “build self awareness, self esteem, and healthier choice making.”

The Clark/Madison Counties Drug Court team expressed different concerns they had with their program. One of these program concerns is to increase the number of participants in their program. The team thinks that an individual who is eligible for probation will not choose to go to Drug Court, because of the higher level of supervision including more frequent drug testing. The staff indicated that many people in the community who are in the court system plead guilty to Assault IV charges, which automatically disqualifies potential participants from entry into the Drug Court program. They think that an individual should not “automatically be disqualified in result to Assault IV charges, and they should be evaluated on an individual basis.”

Another concern of the staff was the lack of staff members on their team. Staff stated, “The community would like to see growth in our program, but without staff we can’t possibly do it”. Team members also expressed that staff members of both sexes were important to have on the team because of the complications presented by the necessity of observed urine screens. The team stated, “they wanted to

continue this (the program) and if we want to continue to grow the program we've got to have more staff".

**Figure 2. Logic Model: Clark/Madison Drug Court**



**Drug Court Program Elements**

Drug Courts generally include a set of components designed to engage participants in treatment while supervising their progress. Central to this effort is the coordination of these program components, which include Drug Court Sessions, treatment, supervision, and other related activities. Through a team effort marshalling these aspects of the Drug Court program, the judge, Drug Court staff, and treatment and service providers can directly address the central goals of the program.

**Court Sessions.** Drug Court sessions are held the first and third Wednesday of every month in Madison County, and the second and fourth Wednesday of every month in Clark County. Prior to each

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Drug Court session the staff meets in the judge's chambers for "staffing". During "staffing" the Drug Court team reviews and discusses the progress of the participants who will be appearing in court that day.

The Drug Court Administrator/Treatment Coordinator and the Public Defender will report to the judge about the participant's progress. During a staffing observation, it was evident that the team and judge worked closely together to make recommendations for particular participant cases.

Recommendations made included when a participant was ready for phase promotion, when and which sanctions and rewards were appropriate, what treatment requirements were met, and what strategies could be used to help the participant progress toward their treatment goals.

A summary of observations made by researchers from the University of Kentucky during two Drug Court status hearings is provided below to give a detailed picture of how the Clark/Madison Counties Drug Court session are organized and conducted:

The ambient noise level was relatively low the entire court session. Participants entered the court room as a group and in no particular order. Each participant remained throughout the entire Drug Court session. There were no family members present in either the Clark or Madison Counties Drug Court session. The judge always addressed the participant first, and the participant stood at a podium directly in front of the judge in Madison County; in Clark County the participant stood directly in front of the judge's stand. In Madison County the participant stood eight to nine feet in front of the judge. The podium at which the participant stood had a microphone, but it was not turned on. The participant stood in front of the public defender who was seated at a table. In Clark County the participant did not have a microphone, and the Public Defender was not seated next to the participant. The level of eye contact between the judge and the participant was sustained throughout both counties' Drug Court sessions. There was no physical contact between the judge and the participant in Clark Counties. However in Madison County a participant was promoted from Phase II to Phase III, and the participant was rewarded

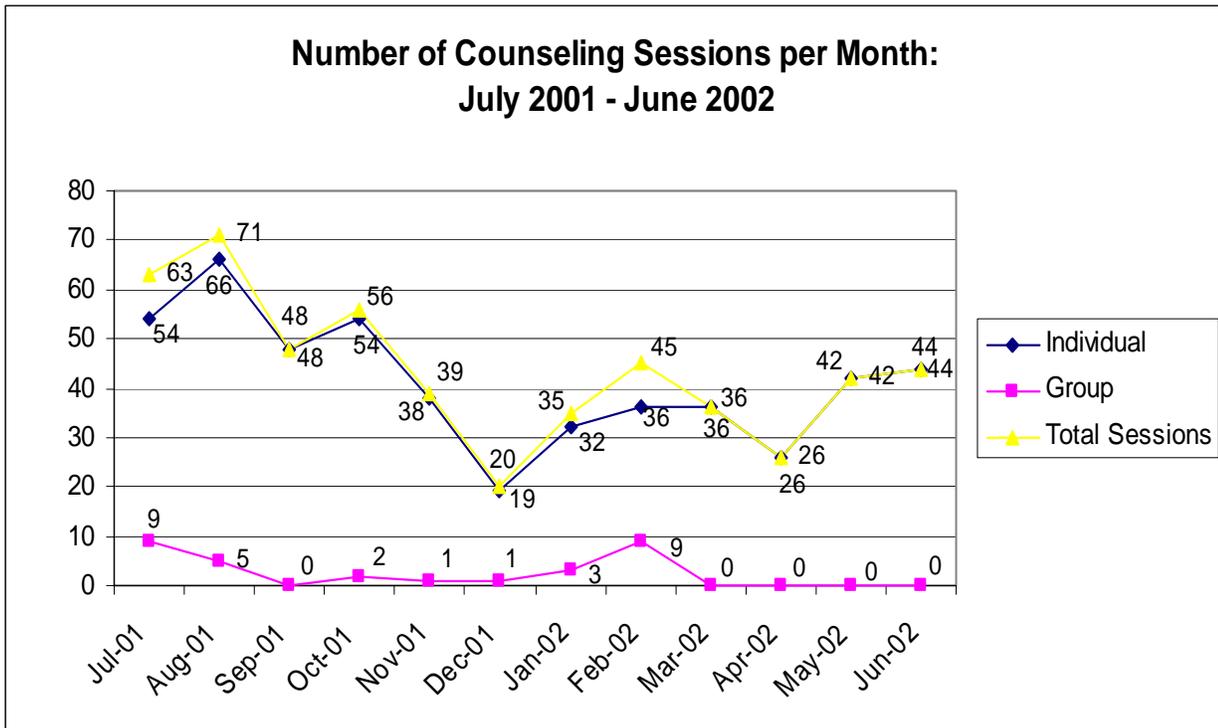
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with applause and a handshake from the judge. In Madison County, a new participant entered the Drug Court program, and this participant appeared in front of the judge first. Clark County had no apparent order in which the cases were presented. Neither Clark nor Madison County had a fixed sanction algorithm, and each participant's case was handled on an individualized basis. The average individual session length in Clark County was 9.5 minutes. There were only two participants who appeared before the judge during the Clark County Drug Court session; the judge spent 5 minutes with the first participant and 14 minutes with the second participant. In Madison County there were 5 participants present. The average individual session length was 8 minutes. The mode was 7 and 8 minutes, with two sessions lasting 7 minutes and two lasting 8 minutes. The median individual session length was 8 minutes. Individual session lengths ranged in length from 7 to 10 minutes. In both court sessions the judge and participant addressed the gallery frequently throughout the session.

**Treatment.** The first key element of Drug Courts, "...integrate alcohol and other drug treatment services with justice system case processing," is implemented at the Clark/Madison Counties Drug Court program to help adults to recover from their drug problems and to cease criminal behavior. The Clark/Madison Drug Court uses Bluegrass Comprehensive Care as their primary treatment provider, however currently as a result of minimal staff Comprehensive Care is not seeing the Clark/Madison Drug Court participants frequently. The Drug Court Administrator provides in-house treatment for the participants including individual and group therapy. Data from the Monthly Statistics Reports suggest that Adult Drug Court participants have received treatment services at a decreasing frequency over time. Analyses combining group and individual sessions (summarized in Figure 2) showed that the fewest number (n =20) of treatment sessions were provided in December of 2001, and the most sessions (n =71) were given in August of 2001.

The main philosophy and focus of the treatment are to change the thoughts, feelings, and actions of the participant regarding alcohol/drug use, abuse and addiction. The Drug Court places a strong emphasis on recovery and participant lifestyle changes. Goals of treatment are for the participants to be able to live crime free, healthy lifestyles, and become productive and responsible members in their communities.

**Figure 3**

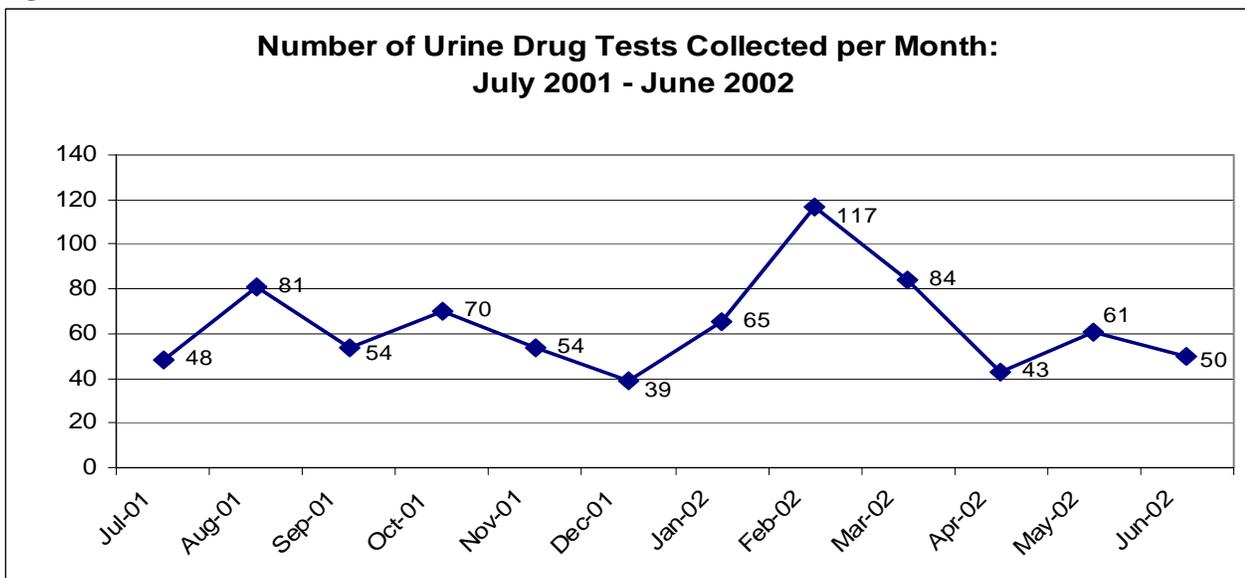


**Supervision.** Treatment and supervision are two of the essential features of the Adult Drug Court. The combination of these two aspects of Drug Court intervention has been repeatedly shown to be effective for offenders in criminal justice-based treatment (Nurco, Hanlon, Bateman, & Kinlock, 1995). The offender supervision component of the Drug Courts is reflected in the fifth Key Component (Department of Justice, 1997): “Abstinence is monitored by frequent alcohol and other drug testing” and seventh: “Ongoing judicial interaction with each Drug Court participant is essential.” (Table 1. pg. 14) Observation of a court session by researchers from the University of Kentucky showed that the judge paid

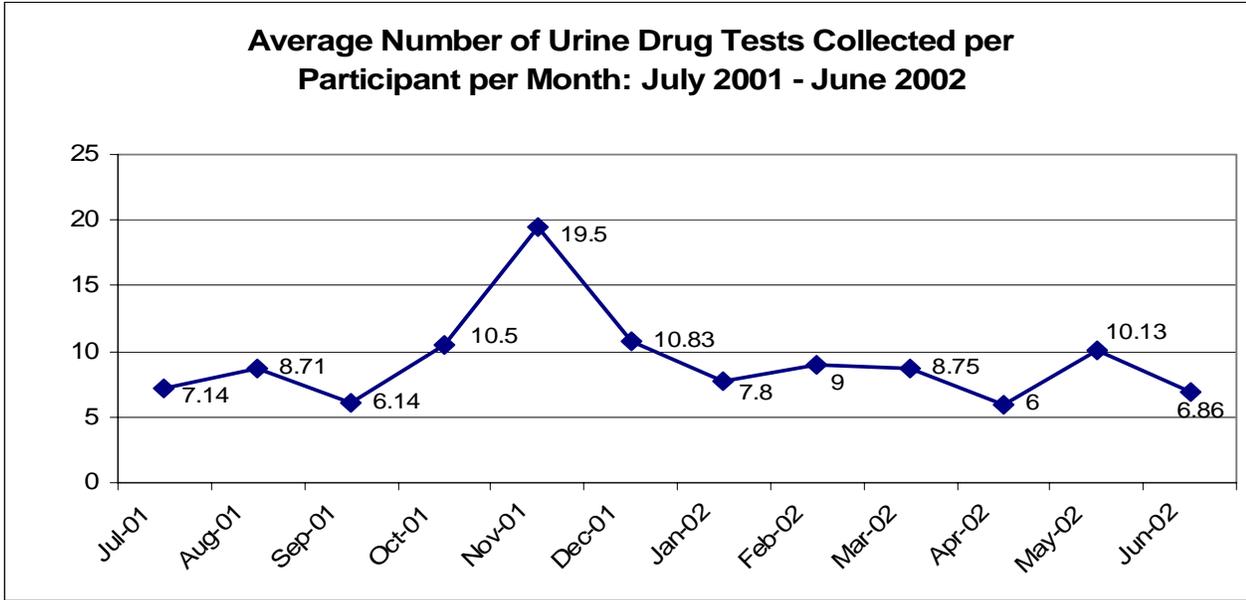
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Careful attention to urine drug test results, and reviewed these with participants during the court session. Data from the Monthly Statistical Reports showed that the adults in the Adult Drug Court appeared to be well-supervised. Urine supervision was frequently used, with a total of 766 urines collected (an average of 69.6 urine screens were conducted each month). As shown in Figure 3, the fewest (n = 39) urine screens were collected in December of 2001, and the most (n = 117) urines were collected in February 2002. While urine analyses are a significant way to look at overall supervision level, it should be noted that urine-screening requirements decrease as participants are promoted to higher phases, and the participants' phase was not considered in these analyses. Thus, the number of urine screens per participant described in the graphs below underestimates the intensity of supervision provided.

**Figure 4**



**Figure 5**



**Sanctions and rewards.** Sanctions are applied to participants on a case by case basis. The entire Drug Court team has input into sanctions; however the judge makes the final determination of which sanction will be used. Dirty urine screens, missing work, not completing community service, not completing assignments, tardiness to Drug Court sessions, and non-compliance with the Drug Court program all prompt the use of a sanction. Sanctions include jail time (which varies depending upon the severity of the act), phase demotion, additional drug screens, additional treatment, additional contact with NA/AA sponsor, an increased number of good deeds required, and termination from the program. Participants gain rewards by being compliant with the program rules and showing significant progress in treatment goals. Rewards are promoted by clean drug screens, good journals, attendance, and no probation violations. Rewards that are typically used for the participants' progress are phase promotion, reduced amount of contact with treatment coordinator, curfew extensions, and praise or acknowledgment from the judge as well as the entire Drug Court Team.

**Community Service.** Community service is used as a sanction in the Clark/Madison Drug Court program. The number of hours assigned varies depending on the severity of infraction. If a participant is unemployed, he or she is required to do between 20 and 40 hours of community service. If

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the participants are actively seeking employment they are assigned 20 hours and if they are not actively seeking employment they are assigned 40 hours of community service. A variety of agencies are available to which a participant can provide community service. The community service programs available to the Clark/Madison Drug Court program include Habitat for Humanity, Winchester/Clark Counties Park Board, local churches, community food banks, the Public Library, and the counties' clean-up crews.

**Journal assignments.** Journal assignments are required of all the participant. Participants write about the same topic for two weeks at a time. Participants then present their journals to the judge in court and the judge reviews the journals with the participants. Participants keep their own journals for their review and to track the progress of their treatment.

### **Findings: During Program Impact and Outcomes**

The primary emphasis of the Clark/Madison Drug Court is to help its participants to learn to live drug-free and crime-free lives. Participants are held accountable for their negative behaviors through therapeutic sanctions, and they are rewarded for their success. The Clark/Madison Drug Court program showed a positive influence on helping the participants involved during this time frame to maintain jobs, stay drug-free and offense-free. Program compliance rates were assessed by examining how often participants received sanctions. Noncompliance implies poor participant performance, but should not necessarily be viewed as a negative outcome for the program, because Drug Courts function as long-term intensive behavior modification programs directed at extinguishing antisocial behavior and promoting prosocial behavior. The imposition of a sanction reflects both a negative (at the level of the individual) and a positive therapeutic action (at the level of the program).

### **Retention in Drug Court**

Keeping participants in the Drug Court program is an essential and crucial element. If the participant is removed from the program, the consequences are evident. They do not usually continue to

receive treatment, thus reducing the likelihood that they will benefit from program involvements. Nevertheless, not everyone can be allowed to have indefinitely long stays in the program. Some participants need to be terminated to restore a therapeutic atmosphere, and to provide an example to the remaining participants that they will be held accountable for criminal and deviant behavior, thus enforcing social and programmatic control. During the timeframe covered by the current report (July 2001-June 2002) 8 of the participants were terminated from the program. Six participants were terminated for failure to comply with Drug Court program rules, one was terminated for a new charge (DUI) and one was terminated for absconding. During the time frame covered by this report one participant successfully graduated from the Clark/Madison program. A large body of research in the substance abuse treatment field and in the Drug Courts literature indicates that program graduates perform significantly better than those who do not finish a program.

### **Recidivism**

Recidivism (often defined as rearrests) is a fundamental outcome indicator used to judge the effectiveness of criminal justice based programs. Therefore, one of the primary performance measures for the Clark/Madison Drug Court is the number of participants who are arrested for new crimes while they are under the program's supervision. Only 2 participants were rearrested for a new crime during the timeframe of the report. Neither of these participants were rearrested for a felony. One of these participants was arrested for a DUI while the other was arrested for a probation violation.

### **Drug Use**

Many of the resources of the Clark/Madison Drug Court are focused on reducing the use of alcohol and other illicit drugs among its participants noted previously, Drug Court staff provide recovery-oriented therapy to their participants and employ frequent urine testing for illicit drugs to determine

participant progress and reveal relapses. During the time frame covered by this report there were a total of 19 positive urine screens. A total of 766 urine analyses were conducted during the time frame of the report. Seven of the urine analyses were positive for cocaine, 3 for opiates, 2 for marijuana, 2 for benzodiazepines, 2 for Methadone, 2 for barbiturates, 1 for Xanax, and 1 “other” positive urine analysis.

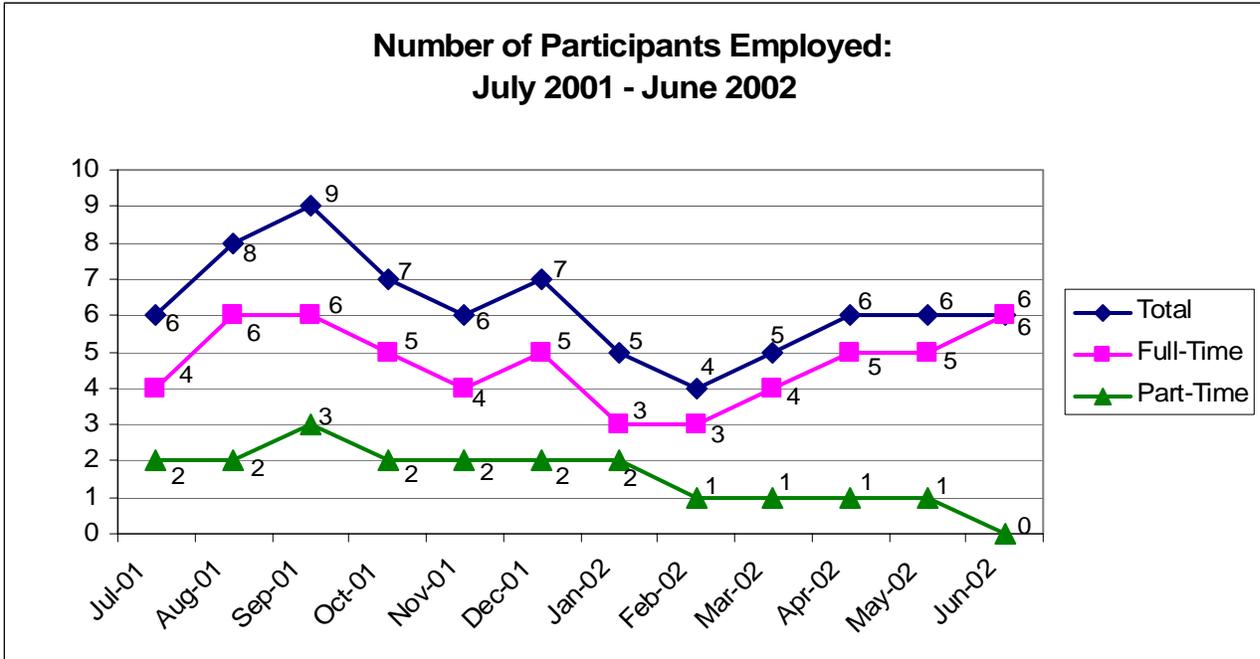
### **Education**

The Clark/Madison Drug Court program emphasizes the importance of an education and requires that all participants who have not completed high school to obtain or be in pursuit of a GED. During the time frame of this report, one participant was attending college and another participant was in pursuit of obtaining a GED.

### **Employment**

Employment problems are a reliable predictor of early dropout from treatment among adults in community-based substance abuse treatment programs, therefore employment is required of every Drug Court participant unless they are a full time student. Data from the monthly statistics show that most participants have full time jobs. Figure 6 summarizes participant employment data from the Monthly Statistical Reports.

Figure 6



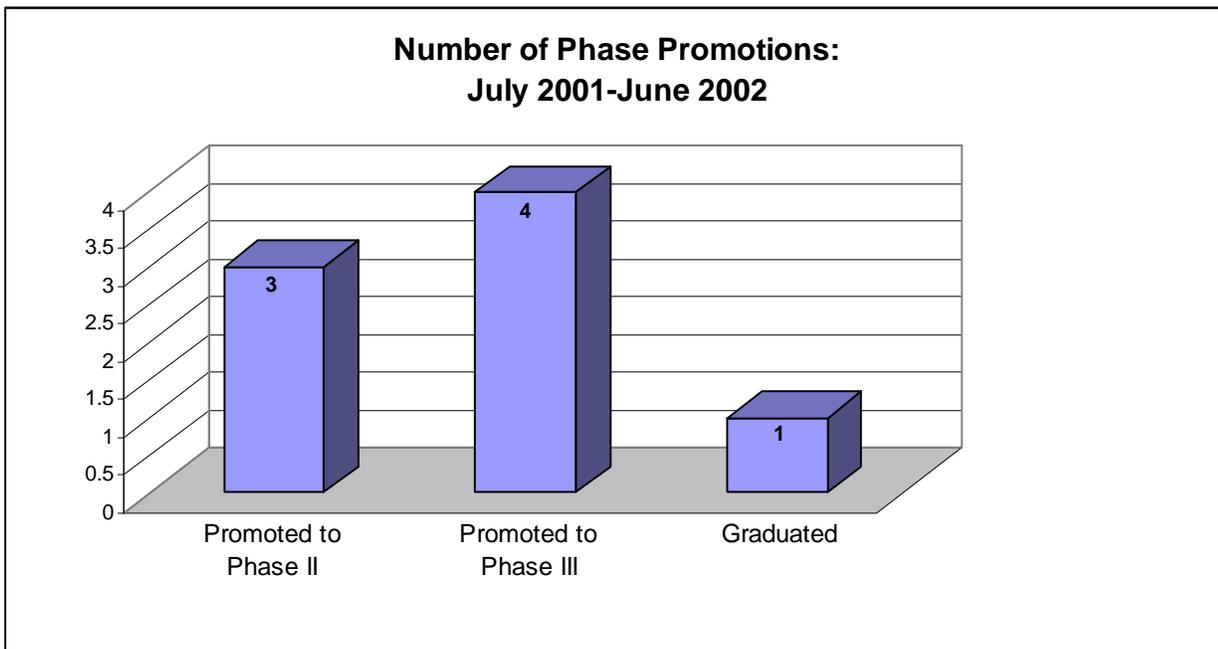
### Sanctions

Drug Court programs are essentially intensive behavior modification programs, and therefore sanctions may be viewed as a positive output of the program directed at encouraging prosocial behavior and holding participants accountable for negative behaviors. At the level of the individual, sanctions imply that the participant has been noncompliant with program rules, and consequently needs to be corrected. Review of program records indicated that sanctions were generally used in a consistent manner following specific behavioral problems. However, the Clark/Madison Drug Court program does not have a fixed sanction algorithm, and sanctions are individualized. Incarceration was the most commonly received sanctions, with 13 of the total sanctions given being jail time that varied in length. Additional treatment also was a commonly received sanction varying from 30 days of inpatient treatment to extra AA/NA group meetings. Additional treatment was given as a sanction 5 times throughout the time frame of the report. Community service was given as a sanction twice, and one participant was demoted to a lower phase.

**Phase Promotions**

Promotion to a higher phase indicates that the participant is performing successfully in the program. Therefore, examining the number of phase promotions is a valuable during-treatment performance measure that provides direct behavioral measures of participant compliance with treatment plans and program rules. As shown in Figure 7, analysis of data from the monthly statistics showed that 8 phase promotions were given during the time frame covered by the report. Three promotions to phase II, and 4 promotions to phase III were given. One participant graduated the Clark/Madison Drug Court program during the indicated time.

**Figure 7**



**Summary and Conclusions**

The Clark/Madison Counties Drug Court is firmly grounded in the Ten Key Components that define effective Drug Courts nationwide (Department of Justice, 1997). It provides recovery-oriented services and intensive supervision to adults with drug abuse problems. A dedicated team of professionals

representing key stakeholders in the problems created by substance abuse and dependence work together closely to help participants to begin their recovery, improve social functioning, and quit committing crimes. The program has matured beyond its planning phase, and is transitioning into a fully implemented, cohesive intervention. In conclusion the Clark/Madison Drug Court is in full compliance with the 10 key components outlined for implementing effective Drug Court programs (Department of Justice, 1997). Specifically:

**Key Component #1. Drug Courts integrate alcohol and other drug treatment services with justice system case processing.**

Findings from the focus group and the participant observation showed that the Clark/Madison Drug Court is a cohesive program which includes persons representing all aspects of the criminal justice and local treatment delivery systems. The Clark/Madison Drug Court has successfully integrated treatment services with the criminal justice system through the diversity of representatives participating in the Drug Court team's efforts. The judge communicates with the treatment representative, currently the Drug Court Administrator, frequently inquiring about participant's progress, and positive efforts, as well as noncompliant behavior.

**Key Component #2. Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights.**

Findings from the focus group and participant observation showed that the Clark/Madison Drug Court team members work efficiently together. The prosecutors and defense attorneys on the team communicate well with one another therefore maximizing the efficacy of the program. The Drug Court staff work together when making decisions about the participants, and staff member's opinions are heard and taken into consideration. The prosecutor's and defense attorney's opinions are highly regarded by the

team, thus insuring that the program promotes public safety and protects the rights of each individual participant.

**Key Component #3. Eligible participants are identified early and promptly placed in the Drug Court program.**

Findings from the focus group and staff interviews showed that the Clark/Madison Drug Court program has worked to successfully identify and quickly place participants into the program. The Clark/Madison program has established certain inclusionary and exclusionary criteria with which to assess adults who may be eligible to participate in Drug Court program, which enables the team to promptly place potential participants into the program. The Drug Court administrator who is a Certified Alcohol and Drug Counselor (CADC) assesses individuals for eligibility into the program either in jail or in the Drug Court office, If participants are being detained, the local jail helps the Drug Court with transportation, which enables the participants to be assessed for eligibility promptly.

**Key Component #4. Drug Courts provide access to a continuum of alcohol, drug, and other related treatment and rehabilitation services.**

Findings from the focus group and staff/team interviews showed that the Clark/Madison Drug Court program has access to a variety of different counseling programs which they can offer to their participants. The Drug Court administrator who is a CADC provides group and individual counseling for the participants. Comprehensive Care conducts groups for the participants, and Alcoholics Anonymous groups are conveniently located for participants to attend regularly. Long term residential treatment is also available for the Clark/Madison Drug Court program through programs such as the Schwartz Center, The Ridge, and Independence House.

**Key Component #5. Abstinence is monitored by frequent alcohol and other drug testing.**

Findings from the focus group and the staff/team interviews showed that the Clark/Madison Drug Court program administers urine analysis to each participant frequently and randomly throughout the program. As participants advance through the phases drug testing is done less frequently. Drug testing is done 3-5 times per week during Phase I, two times per week in phase II, and 1-2 times per week in phase III. Observation of a court session by researchers from the University of Kentucky showed that the judge paid careful attention to urine drug test results, and reviewed these with participants during the court session. Data from the Monthly Statistical Reports indicated that the adults in the Drug Court appeared to be well-supervised. Urine supervision was frequently used, with a total of 766 urine samples collected (an average of 69.6 urine screens were conducted each month). As shown in Figure 3, the fewest ( $\underline{n} = 39$ ) urine screens were collected in December of 2001, and the most ( $\underline{n} = 117$ ) screens were collected in February 2002.

**Key Component #6. A coordinated strategy governs Drug Court responses to participants' compliance.**

Findings from the participant observation, records examination, and staff/team interviews reflected that Clark/Madison Drug Court participants gain rewards throughout the program by being compliant with program rules and showing significant progress in their treatment goals. Rewards are given for clean drug screens, good journals, attendance, and no probation violations. Rewards that are typically used for the participants' progress are phase promotion, reduced amount of contact with treatment coordinator, and praise or acknowledgment from the judge as well as the entire Drug Court team. Sanctions are also fairly and swiftly given to participants for noncompliance. Sanctions may include phase demotion, curfew restrictions, and community service.

**Key Component #7. Ongoing judicial interaction with each Drug Court participant is essential.**

Findings from the participant observation and the judge's interview showed that the Clark/Madison Drug Court judge meets with the Drug Court participants bimonthly. Throughout the Drug Court meetings the progress of each participant is discussed, and sanctions or incentives are given as needed. Prior to Drug Court the judge reads the journals that are required from each participant and inquires about any concerns, problems or achievements of the participant from the prior two weeks.

**Key Component # 8. Monitoring and evaluation measure the achievement of program goals and gauge effectiveness.**

An ongoing evaluation is conducted by a research team at the University of Kentucky Center on Drug and Alcohol Research. The current report is evidence of the ongoing evaluation conducted on this program.

**Key Component # 9. Continuing interdisciplinary education promotes effective Drug Court planning, implementation, and operations.**

Findings from staff interviews revealed that several members of the Clark/Madison Counties Drug Court team have attended a variety of educational workshops and trainings. The Case Specialists/Treatment Coordinators, Commonwealth's Attorney and judges have attended trainings conducted by The National Drug Court Institute as well as other local and state workshops. The Clark/Madison Drug Court Coordinator attended the Kentucky School of Alcohol and Other Drug Studies in July, a seminar on club and rave drugs held in Richmond Kentucky, and the National Drug Court Conference held in Washington D.C. By attending these educational training sessions members of the Drug Court team are exposed to interdisciplinary concerns and therefore help to maintain a high level of professionalism, commitment, and collaboration.

**Key Component # 10. Forging partnerships among Drug Courts, public agencies, and community-based organizations generates local support and enhances Drug Court effectiveness.**

Findings from a participant observation and staff interview showed that the Clark/Madison Counties Drug Court program has successfully forged partnerships with many essential agencies and community organizations. The Drug Court team consists of representatives from the court, prosecution, defense counsel, treatment providers, social service agencies, and law enforcement. The Drug Court program has not only formed a relationship with Bluegrass Regional Health Comprehensive Care Center, but also has partnered with other counseling services such as The Beta Treatment Center, Schwartz Center, The Ridge, Crossroads and Independence House to promote a comprehensive treatment program for all participants. Relationships have also been formed between the Drug Court program and valuable community resources such as job development services and adult education programs.

**Recommendations.** Based on information collected from Drug Court team members, the following recommendations were made:

- (1) Continue implementation in accordance with the 10 Drug Court Key Components.
- (1) Enhance the efficiency of the program by hiring additional staff (ex. Case Manager) to better meet the needs of the participants and the program.
- (2) Continue to re-evaluate the target population of Clark and Madison Counties in order to expand the program and engage a greater number of eligible Drug Court participants.
- (3) Continue to improve working relationships with the local treatment delivery system, Bluegrass Comprehensive Care Center, in order to provide consistent, appropriate treatment for all participants.

**Strengths.** The Clark/Madison Drug Court program has many strengths, including: keeping defendants drug free; maintaining strong connections among the Drug Court Staff; performing random urine analyses; providing intensive supervision by the court and probation officers; familiarity with each

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participant because of the community's small size; strong community support of the program; and producing successful graduates and turning them into stable, productive, and responsible members in the community.

The most compelling aspect of this Drug Court program is the individualized attention each participant receives. The Drug Court Staff work hard to make sure the needs of every participant is met. The program is unique because of the small community for which it serves. Having such a small community allows the judge and Drug Court staff to know a lot more about each participant. For instance, if a participant seems to get in trouble with a certain group of people, or at a certain location most often a bailiff or Drug Court staff member will see them and at this location or with these people and will be able to report this back to the judge. The judge then can address the issue before it becomes a more serious problem.

The number one rule for the Drug Court program is honesty. The judge thinks that the participants have lived a life full of lies as addicts, and he makes it clear to each participant that lying is not tolerated. As a result the Drug Court participants and staff have a very open and honest relationship, which is important in every recovery process.

The Clark/Madison Drug Court has an enthusiastic, supportive, and determined Drug Court staff. The staff works well together and has a strong support network from other community leaders. Completion of the Clark/Madison Drug Court is very difficult, which can be seen as a result of only two participants successfully completing the program. However, both graduates have not relapsed to date, and are productive members in the community. This demonstrates that the Drug Court program is making a difference in the community, and in individual participant's life.

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