

**40th Judicial Circuit  
Planning Grant  
Drug Court Program  
Process Evaluation**

**July 1999- June 2000**

**40th Judicial Circuit  
Planning Grant  
Drug Court Program  
Process Evaluation**

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## Executive Summary

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The purpose of this report is to provide the results of a process evaluation of the planned 40th Judicial Circuit Drug Court program. This process evaluation included interviews and surveys with 10 different individuals representing five different agency perspectives about the planned 40th Judicial Circuit Drug Court program for this report. The data for this report is for the period from July 1999 to June 2000.

The overall most compelling reason for implementing a Drug Court program in the 40th Judicial Circuit is the high recidivism rate due to the major drug problem in the area. 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. Clients will spend one to two years in the Drug Court program before graduating. Currently, the pilot program is being planned and is projected to begin October 2000.

*Phase I* can be completed in four to eight weeks. During Phase I, a client will be required to detoxify if necessary, provide random urine drug screens two to three times each week, attend at least one self-help (AA or NA) meeting each week, attend each assigned individual and group therapy session, attend Drug Court status hearings bi-monthly, maintain stable housing, maintain employment or be involved in an educational program, and pay any required fees.

*Phase II* can be completed in eight to twelve months. During Phase II, clients will be required to submit to at least two urine drug screens per week, attend self-help (AA) meetings three to seven times per week, attend all assigned group and individual treatment meetings, attend Drug Court status hearings every other week, obtain an AA/NA sponsor, participate in an educational or employment program, and maintain stable housing.

*Phase III* can be completed in three to five months. During Phase III, clients will be required to provide all requested urine drug tests on demand of the probation officer, attend individual and group counseling sessions, attend a specified amount of NA/AA self-help meetings each week, maintain a NA/AA sponsor, to participate in an educational or employment program, attend Drug Court status hearings as required by the Judge, pay all fees, and maintain stable housing. Although time frames are established for each of the phases, the clients will work through the program at his or her own pace.

*Program Goal Achievement.* The primary goal of the 40th Judicial Circuit Drug Court program is to educate drug abusers by teaching them how to live without drugs. The 40th Judicial Circuit Drug Court program will also report to the Administrative Office of the Courts on the following goals: promoting abstinence; decreasing recidivism; increasing community safety; increasing life skills; increasing community awareness; and expanding and maintaining a resource base.

*Drug Court Staff.* The 40th Judicial Circuit Drug Court does not employ any full-time staff members due to limited funding. The Judge and planning coordinator volunteer their time to plan the program. Two staff members, a treatment coordinator and case specialist, will be hired after additional funding is received.

*Drug Court Judges.* Currently, the Circuit Judge of the jurisdiction, Eddie Lovelace, is involved with the planned 40th Judicial Circuit Drug Court program. He has been on the bench for eight years and proposed the Drug Court program. He has attended national Drug Court program planning workshops in Ft. Lauderdale, Florida, and Seattle, Washington; and he plans to attend a planning workshop in Pensacola, Florida in August 2000.

*Drug Court Clients.* All clients of the planned 40th Judicial Circuit Drug Court program will enter voluntarily.

*Unique Aspects.* One unique aspect of the 40th Judicial Circuit Drug Court program is that it is one of few rural Drug Court programs in the Commonwealth of Kentucky. Judge Lovelace noted that the 40th Judicial Circuit has the largest docket covered by one single Circuit Judge.

*Benefits.* Benefits of the planned Drug Court program listed by representatives included: (1) Fewer probation revocations; (2) Quicker case dispositions; (3) Reduced recidivism; (4) Reduced rate of drug-related property crimes; (5) Increased number of truly rehabilitated offenders; (6) Reduction in overall drug cases in the future; (7) Positive community relations; and (8) Less property crime and family problems.

*Strengths.* The representatives were asked about their perceived strengths of the 40th Judicial Circuit Drug Court program, as well as the things that they believed needed to be improved upon. The following are strengths mentioned by respondents: (1) The focus of a Drug Court is on addressing an individual clients' specific problems; (2) Drug Court offers individuals support; (3) Drug Court provides an opportunity for addicts to rehabilitate; (4) There is heightened supervision of drug offenders; (5) Drug Court provides substance abuse education; (6) There is a reduction in recidivism; and (7) Drug Court creates a safer community.

*Drawbacks.* The planning coordinator indicated that the biggest drawback in implementing a Drug Court program would be working with the limited resources of the area, such as treatment and employment. Another drawback may be traveling. If clients must travel to another county for treatment and/or status hearings, they may incur significant travel times. Lake Cumberland lies in the middle of the three-county jurisdiction, which for example, makes travel from Russell County to Clinton County approximately one hour driving time.

*Concluding Comments.* The following were concluding responses by respondents. "Too many clients are going to prison for only having a substance abuse problem when all they need may be help!" and "The Drug Court program, in theory, is a great program; however, it will take a lot of work to put this theory into action. Rural counties do not have resources such as treatment programs and transportation for offenders. It will take a lot of agencies and people pulling together to make it a success."

*Summary.* In summary, the 40th Judicial Circuit Drug Court program received a federal planning grant in July 1999. A pilot program is being planned and is projected to begin October 2000. The program has applied for a federal implementation grant; if awarded, funding will be possibly available by July 2000. The program will be firmly established on the *Key Components* and will have three program phases, which will take an average client approximately 18 months to complete.



## Program Description and Background

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The motto for the Kentucky Drug Courts is “A chance...a change.” With this in mind, Kentucky’s Drug Courts are aligned with more than 400 Drug Courts in operation and 220 Drug Courts that are in the planning process across the United States.<sup>1</sup> According to the 1990 census, the population of Clinton County was 100% rural; Wayne County was 69.3% rural, and Russell County was 100% rural.<sup>2</sup> The 40th Judicial Circuit is located in the Lake Cumberland region of the state and is a county jurisdiction consisting of the three counties.

During Fiscal Year 1998, the number of drug offenses in Clinton County was 149; the number of drug offenses in Wayne County was 119, and the number of drug offenses in Russell County was 338. During Fiscal Year 1998, there were 16 drug arrests for every 1000 persons in Clinton County; there were 6 drug arrests per every 1000 persons in Wayne County, and there were 21 drug arrests for every 1000 residents in Russell County.<sup>3</sup>

Recently, a Statewide Needs Assessment was conducted to determine the counties in the State of Kentucky in which a Drug Court program is needed and feasible. Data for each of 107 counties that did not already have a Drug Court program or were not currently planning a Drug Court program were collected. Russell County, along with 11 other counties, was identified as having a higher number of drug arrests and a greater number of community psychological resources than other counties. Those surveyed in Russell County regarding the feasibility of a Drug Court program were very supportive of a Drug Court program being implemented in their community. (See Appendix F for additional information on Russell County from the Statewide Needs Assessment Report).

The purpose of this report is to provide the results of a process evaluation of the planned 40th Judicial Circuit Drug Court program. This process evaluation included interviews and surveys with 10 different individuals representing five different agency perspectives about the planned 40th Judicial Circuit Drug Court program for this report (see Appendix A for process evaluation methodology). The data for this report is for the period from July 1999 to June 2000.

The overall most compelling reason for implementing a Drug Court program in the 40th Judicial Circuit is the high recidivism rate due to the major drug problem in the area. The Drug Court program will offer more intense supervision, which was not previously available to residents in the 40th Judicial Circuit. The planning coordinator indicated that the Drug Court program should have the biggest impact on the community by not only decreasing recidivism, but also reducing the amount of property crimes committed in the area. The planning coordinator indicated that the community would be very accepting of the program.

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<sup>1</sup> Office of Justice Programs, Drug Court Clearinghouse and Technical Assistance Project. June 1999

<sup>2</sup> Kentucky Population Research. University of Louisville. <http://cbpa.louisville.edu>

<sup>3</sup> Count of Drug and Non-Drug Offense Charges by County for Fiscal Year 1998. Research and Statistics Department of the Administrative Office of the Courts.

The 40th Judicial Circuit received a federal Drug Court planning grant in July 1999, which Judge Lovelace initiated. Other community leaders are also involved in the planning of the 40th Judicial Circuit Drug Court including representatives from the Commonwealth Attorney's office, Sheriff's Department, Prosecutors Office, Public Defenders Office, and Probation and Parole Office.

Currently, the program does not employ any full-time staff. A treatment coordinator will be hired after additional funding is received. While a local treatment provider will offer the treatment component, one has not been officially determined. However, the planning coordinator did indicate that the program will most likely utilize Adanta Group to treat the 15 expected clients. Adanta Group has treatment offices located in all three of the counties served by the Drug Court program and is the local Mental Health/Mental Retardation Board.

Circuit Judge Lovelace will be the only Judge to serve the Drug Court program. He believes the Drug Court program will be highly beneficial in the 40th Judicial Circuit, due to the high number of substance abuse cases that appear in the Court system.

### **Planning**

In order to prepare for the planned program, the 40th Judicial Circuit Drug Court team has attended several training sessions nationally. Trainings they have attended and plan to attend include the following:

- Adult Drug Court Planning Workshop I, Ft. Lauderdale, Florida
- Adult Drug Court Planning Workshop II, Seattle, Washington
- Addiction and Criminal Substance Abuse, Bowling Green, Kentucky
- National Association of Drug Court Professionals 6<sup>th</sup> Annual Training Conference San Francisco, California
- Adult Drug Court Planning Workshop III, Pensacola, Florida

Two formal planning meetings were conducted as of May 1, 2000. Several of the core Drug Court team members were in attendance. Representatives from the District Judges' offices were also in attendance. Judge Lovelace indicated that all persons in attendance were enthusiastic about implementing a Drug Court program in the community. The next planning meeting is scheduled for July 2000. (See Appendix G for 40th Judicial Circuit Planning Meeting Minutes.)

The 40th Judicial Circuit Drug Court program will be grounded in the Key Components described in the 1997 publication, *Defining Drug Courts: The Key Components*<sup>4</sup>, which were developed by the Drug Court Standards Committee, to ensure the primary goals were met (see Table 1). 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. The treatment providers will not only be part of a criminal justice team, but will also be integrated into, and learn more about, the criminal justice system.

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 agencies generates local support and enhances Drug Court effectiveness.

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

## Program Goals

The primary goal of the 40th Judicial Circuit Drug Court program is to reduce recidivism in the criminal justice system caused by alcohol and drug abuse, by providing treatment as an alternative to incarceration. In addition to the primary goal, the 40th Judicial Circuit Drug Court will report to the Administrative Office of the Courts on the specific goals and measures of goal achievement. As Table 2 shows below there are six specific programs goals and a number of indicators for each goal. The 40<sup>th</sup> Judicial Circuit Drug Court program has already begun working on community awareness and has had one newspaper article printed about their program (see Appendix E).

Table 2. Program Goals and Measures

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

## Client Goals

The Drug Court team is presently creating the program manual for the 40th Judicial Circuit Drug Court program, which will include the client goals. Judge Lovelace indicated the program manual would be adapted from the Drug Court program manual created by the Administrative Office of the Courts (see Appendix D for Client Handbook). Table 3 below shows the individual client goals. Clients must agree to these goals and sign an agreement of participation form after having reviewed the program requirements with the Judge and their defense attorneys.

Table 3. Client Goals

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

## **Recruitment and Screening**

The Judge and planning coordinator indicated that clients will learn about the Drug Court program through various sources, such as their defense attorneys, prosecution, judiciary, pretrial release officers, police, and possibly from the inmates in jail and/or jail staff. Brochures will be used to recruit clients as well (see Appendix C for Brochure).

Judge Lovelace stated that most clients would enter the 40th Judicial Circuit Drug Court program in order to avoid incarceration. He also stated that some might want to sincerely make a change their lifestyles. He also indicated that some might see the Drug Court program as a way to improve themselves and find gainful employment. The Judge believes that clients will choose to remain in the program mainly to avoid incarceration.

*Eligibility.* Eligibility for the Drug Court program will be based on certain inclusionary and exclusionary criteria (see Appendix B for Administrative Office of the Courts Drug Courts Program Procedures Manual). Clients will be able to enter the program if they meet the following criteria: (1) Have a history of drug and/or alcohol use; (2) Have committed a criminal offense pursuant to Kentucky Revised Statutes (KRS); (3) Have no prior violent felony convictions or currently pending violent felony charge; (4) Have no prior felony conviction for offenses listed in KRS 510 (Sexual Offenses); (5) Not having been previously referred to and/or completed the drug court program; (6) Be a resident of the 40th Judicial District; and (7) Not having been charged with offenses involving drug trafficking.

The Commonwealth's Attorney will make the initial determination of legal eligibility, based upon arrest records, previous convictions, and other relevant information. If the client appears eligible, the client's attorney will also screen the case and advise the client of the legal ramifications of the Adult Drug Court participation. Upon request of the defendant's counsel, the Office of Probation and Parole will refer the defendant to the primary counselor at the selected treatment provider, where a clinical assessment will be conducted. If the client meets all the eligibility requirements, his or her case will be transferred to the Drug Court.

*Assessment.* Intake assessments will be completed in approximately two weeks after the Judge deems the potential client eligible. At intake, clients will be assessed on employment skill level, education level, and severity of substance abuse/use. Also, a systematic review of restitution and court costs the client owes, as well as medical insurance coverage, will be conducted.

*Orientation.* Each client will undergo an orientation session with the Judge and his or her defense attorney upon intake assessment. The orientation session will consist of the Judge explaining the program requirements and goals to the client. The client will then sign an agreement of participation form. The client will also give consent for providers and the Judges to review his or her medical and drug treatment records in order to develop and maintain a treatment program for the client.

## Capacity

As soon as clients are determined to be eligible for entry, they will enter the Drug Court program on a first come first served basis. Clients will start individually and will not be part of a group or cohort. The planning coordinator indicated that a waiting list for entry into the Drug Court program would not be likely.

## Staff Characteristics

Currently, the 40th Judicial Circuit Drug Court program does not employ any full-time staff members. Judge Lovelace is planning to serve as the Drug Court Judge of the program, and Deborah Yingling is volunteering as the planning coordinator. However, the Drug Court team plans to hire two staff members, a treatment coordinator and case specialist, after additional funding is received. The normal, full-time workload per week will be 37.5 hours, and the approximate maximum caseload per case manager will be 100 clients.

The following table depicts the Drug Court staff and team duties.

Table 4. Staff Positions and Duties

<b>Position</b>	<b>Duty</b>
Treatment Coordinator	Agency Coordination
	Information management
	Program monitoring
Judge(s)	Program Monitoring
Case Manger	Assessment for intake
	Case management
	Information of client needs
	Program monitoring
Drug Court Team	Assessing success
	Program monitoring
	Program reviews
	Recommending modifications
Treatment Provider	Program monitoring
	Treatment
Probation & Parole	Drug Testing
	Program monitoring

*Staff Training.* Staff will be trained individually. They will be mentored by the Judges and other team members, and attend all appropriate trainings in order to understand the concept of Drug Court.

*Interns.* The planned 40th Judicial Circuit Drug Court program hopes to use interns. The planning coordinator intends to use one intern per county. The interns will work with the Drug Court program as much as their educational program requires of him or her. The planning coordinator expects to receive interns from regional institutions such as Lindsey Wilson College and Somerset Community College.

*Volunteers.* The 40th Judicial Circuit Drug Court program hopes to have volunteer support. However, the planning coordinator did note that volunteers are difficult to recruit. If volunteers are available, they will work approximately three hours per week with the Drug Court program. Volunteers may be used for AA and NA meeting leaders and tutoring Drug Court clients.

*Judge Training.* The 40<sup>th</sup> Judicial Circuit Judge Lovelace has attended a variety of training sessions to prepare for the planning of the 40th Judicial Circuit Drug Court. Judge Lovelace attended national Drug Court planning workshops in Ft. Lauderdale, Florida, and Seattle, Washington. He anticipates attending a planning workshop in Pensacola, Florida.

*Drug Court Team.* The Drug Court team makes decisions about the 40th Judicial Circuit Drug Court program and provides feedback. The Drug Court team has attended national planning conferences, along with Judge Lovelace, to better educate themselves on the Drug Court concept and the planning process. Members of the Drug Court team are listed in the following table:

Table 5. Drug Court Team Members

<b>Team Members</b>	<b>Organization</b>
Judge Lovelace	Circuit Judiciary
Judge Choate	District Judiciary
Deborah Yingling	Drug Court Program Planning Coordinator
Robert Bertram	Commonwealth's Attorney Office
William G. Bertram	Prosecuting Attorney
James L. Cox	Public Defender
Reva Gibson	Adanta Group
Tim Perdeu	Probation and Parole Officer
Kay Riddle	Sheriff
Mac Angel	Deputy Sheriff
Stephanie Frost	District Court Judge's Secretary

## **Potential Client Characteristics**

All clients of the 40th Judicial Circuit Drug Court program will be volunteers. Clients will enter the program via two tracks: diversion track and probation track. The target populations are young adults, between the ages of 18 and 30, who have engaged in misdemeanor and nonviolent felony drug-related offenses. The planning coordinator expects the clients to be 65% male and 35% female. Six months after the pilot program is fully operational, Judge Lovelace hopes to have five clients from each county in the program; and after the program has been fully operational for one-year, the Judge plans to have at least 10 clients from each county in the program.

The expected criminal history of Drug Court clients include those who have charges for possession, theft, forgery, Driving Under the Influence, property offenses, and larceny. The planning coordinator and Judge expect that a major subpopulation will be individuals with a major drug of choice of as prescription drugs. ‘Doctor shopping’ is a major problem in the jurisdiction. ‘Doctor shopping’ occurs when individuals seek narcotic drugs from multiple doctors.

Judge Lovelace expects that clients being required to change their environments will be the most difficult aspect of the program for them. He explained that in order for a client to be successful in the 40th Judicial Circuit Drug Court program, he or she would have to have a genuine desire to eradicate his or her drug habit. He indicated that the most important difference between the clients who complete the program and those who do not would be their motivation levels.

## **Timing**

The planning coordinator indicated that it would take approximately 14 days from the time a client has been determined eligible for the Drug Court program to enter officially. After the client is determined to be eligible, he or she will meet with a counselor from the treatment provider within approximately 7 days. Acts of non-compliance will be handled at the next Drug Court status hearing or sooner, if deemed necessary.

## **Treatment Programming**

*Program Documentation.* Each client who enters the planned 40th Judicial Circuit Drug Court program will receive a client handbook provided by the Administrative Office of the Courts. The handbook describes the program, the expected goals for each client, costs and payments, participant rules, treatment services, program requirements, medication requirements, and sanctions. Each participant will sign the authorization form at the end of the client handbook. (See Appendix D for the client handbook). The Drug Court team is currently writing the client handbook, specifically for the 40th Judicial Circuit Drug Court program. The handbook will be adapted from the AOC client handbook.



*Individual Program Plans.* Each client will receive an Individual Program Plan (IPP) tailored to meet his or her needs. The treatment provider will develop the IPP with input from the clients. Program requirements will change as the clients go through each of the three phases. The three phases will take 18 to 24 months to complete, although a client could complete the program in a year's time.

*Phase I* can be completed in four to eight weeks. Although time frames are established for each of the phases, the clients will work through the program at his or her individual pace. During Phase I, a client will be required to detoxify if necessary, provide random urine drug screens two to three times each week, attend at least one AA/NA meeting each week, attend each assigned individual and group therapy session, attend Drug Court status hearings bi-monthly, maintain stable housing, maintain employment or be involved in an educational program, and pay any required fees.

*Phase II* can be completed in eight to twelve months. During Phase II, clients will be required to submit to at least two urine drug screens per week, attend AA/NA meetings three to seven times per week, attend all assigned group and individual treatment meetings, attend Drug Court status hearings every other week, obtain an AA/NA sponsor, participate in an educational or employment program, and maintain stable housing.

*Phase III* can be completed in three to five months. During Phase III, clients will be required to provide all requested urine drug tests on demand of the probation officer, attend individual and group counseling sessions, attend a specified amount of AA/NA self-help meetings each week, maintain a AA/NA sponsor, to participate in an educational or employment program, attend Drug Court status hearings as required by the Judge, pay all fees, and maintain stable housing. (The following table summarizes the phase requirements and the average time of completion for each phase.)

*Group Sessions.* Group sessions offered to the 40th Judicial Circuit Drug Court clients may include: education, treatment, relapse prevention, errors in thinking, vocation, and 12-Steps.

*Individual Sessions.* The frequency of individual session attendance is yet to be determined. However, the planning coordinator indicated that the individual sessions will vary by phase and participant needs.

*Phase III-Aftercare.* Aftercare will be a component of the 40th Judicial Circuit Drug Court program. The aftercare component will last three months. Both formal and informal mentoring will be a part of aftercare. Clients will be required to mentor a new Drug Court client a minimum of three hours per week. Table 6 displays each of the phases and phase requirements.

Table 6. Phase requirements of the Drug Court Program

Phase I	Phase II	Phase III -- Aftercare
Principal Requirements		
Time length of phase: 4-8 weeks	Time length of phase: 8-12 months	Time length of phase: 3-5 months
<ul style="list-style-type: none"> <li>Attend one Drug Court status hearing bi-monthly</li> <li>Provide all assigned drug screens each week which reflect no use of drugs</li> <li>Attend all assigned group, family, and/or individual counseling sessions</li> <li>Begin to make necessary arrangements for payment of Court obligations</li> <li>Attend assigned AA/NA meetings weekly</li> <li>Maintain Court-approved stable housing</li> <li>Gain or maintain Court-approved employment, training, and/or education</li> <li>Comply with necessary medical referrals</li> </ul>	<ul style="list-style-type: none"> <li>Attend one Drug Court status hearing bi-monthly</li> <li>Provide all assigned drug screens which reflect no use of drugs</li> <li>Attend all assigned group, family, and/or individual counseling sessions</li> <li>Develop a payment plan to satisfy any restitution, court cost, etc.</li> <li>Maintain Court-approved stable housing</li> <li>Gain or maintain Court-approved employment, training, and/or education</li> <li>Homework assignments</li> <li>Complete a book report every two weeks</li> <li>Maintain daily physical activity</li> <li>Do at least one good deed every two weeks</li> <li>Obtain/maintain an approved NA sponsor</li> </ul>	<ul style="list-style-type: none"> <li>Attend one Drug Court status hearing per month</li> <li>Provide all assigned drug screens which reflect no use of drugs</li> <li>Attend all assigned group, family, and/or individual counseling sessions</li> <li>Pay a substantial amount of restitution, court costs, etc.</li> <li>Maintain Court-approved employment, training, and/or education referrals</li> <li>Maintain daily journal</li> <li>Read a book and turn in a report to the Judge</li> <li>Do at least one good deed to be reported to the Judge</li> <li>Maintain a full-time NA sponsor and have regular contact</li> <li>Mentor a new Drug Court participant and/or group session</li> </ul>

*Primary Treatment Provider.* The primary treatment provider for the planned 40th Judicial Circuit Drug Court program has not been determined. The planning coordinator indicated that the Adanta Group, the local public mental health provider, might be selected to serve the Drug Court clients. Adanta Group has offices located in each of the three counties. The treatment provider will report to the Drug Court Judge and team.

*Uniqueness of Program.* One unique aspect of the 40th Judicial Circuit Drug Court program is the fact that the 40th Judicial Circuit Drug Court program will be one of a few rural Drug Court programs in the state. Clients will be required to provide their own transportation. Initially, the 40th Judicial Circuit Drug Court program will not provide childcare services; however, the planning coordinator hopes to work out a childcare program later.

**Drug Court Status Hearings**

Initially, Drug Court status hearings may be held twice a week during lunch hour in clients’ respective county of residence. However, the Drug Court status hearing may be held at the central county of the three, Clinton County. All clients will be required to stay for the entire status hearing. Drug Court status hearings will be held on a Drug Court docket/calendar.

The Judge, along with the prosecuting and defense attorneys, a representative from the treatment provider, a representative from Probation and Parole, and the Drug Court team will meet in the Judge's chambers or jury room prior to each Drug Court status hearing to discuss client statuses. The meeting will be informal in nature with everyone present having equal opportunity to speak. Information on respective clients will be provided to the Judge both orally and in a written narrative.

*Program Rules.* Participants will also have specific rules they will be required to follow while participating in the 40th Judicial Circuit Drug Court program. The clients will use the Administrative Office of the Courts' (AOC) client handbook. Rules stated in the AOC handbook include:

1. Appropriate clothing is expected at all times. Participants will 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 treatment facility unless medically approved by the Court. Clothing bearing drug or alcohol-related themes, or promoting or advertising alcohol or drug use is 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:
  - a) Violence or threats of any kind.
  - b) Coming to any required meeting or facility under the influence of any drug or alcohol.
  - c) Possession of alcohol, drugs, weapons, etc.
  - d) 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.

The planning coordinator indicated that the use of narcotic prescription medication will be prohibited in the planned 40th Judicial Circuit Drug Court program. If a potential client is on narcotic prescribed drugs prior to entrance into the 40th Judicial Circuit Drug Court program, he or she will be required to ask his or her doctor for a non-narcotic drug. If a non-narcotic prescription cannot be substituted, the client will not be allowed into the Drug Court program. If an active client receives a prescription for a narcotic, an alternative prescription will be requested; if unable to do so, the client will be terminated from the program. The planning coordinator indicated this is because prescription drug abuse is a huge problem in the 40th Judicial Circuit jurisdiction. Alcohol use will be prohibited from the planned 40th Judicial Circuit Drug Court program as well.

*Education and Employment.* Drug Court clients will be required to obtain and maintain full-time employment throughout the program unless enrolled in an educational program. The case manager most likely will assess clients' education needs. Drug Court staff will facilitate client's continuing education through referring the clients to appropriate services. Agencies available to assist in the educational advancement of Drug Court clients include: Somerset Community College; Adult Learning Program; Somerset Technical College, and Vocational Technology schools.

Employment will be verified through presentation of pay stubs, phone calls to employers, and site visits to the clients' place of employment. A member of the Drug Court staff will verify employment monthly. If clients need assistance in finding employment, they will be referred to the appropriate agency. The planning coordinator stated that she expects Drug Court clients will find jobs through employers such as Stevens Pipe and Steel as well as area marinas and docks. However, employment at the area marinas and docks is only seasonal. The planning coordinator went on to comment that the employment situation was not very promising in the area, especially due to a local factory laying off individuals recently.

If a client is not employed and is also not enrolled in an educational/vocational class, he or she will be required to do community service. If a client is terminated from his or her employment, the client will be given a specific amount of time to find a new job. However, if the client was terminated due to substance use, then he or she will be demoted a phase and/or sanctioned.

*Housing.* Drug Court clients will also be required to obtain and maintain court-approved housing. A member of the Drug Court staff will assess housing as needed. If clients need assistance locating court-approved housing, he or she will be referred to the local housing authority office.

*Health.* Physical health and mental health of the Drug Court program clients will be assessed. The Health Department will be used in each county as the primary health organization. A follow-up on all referrals made to outside agencies will be conducted to ensure client compliance.

## **Other Drug Court Program Components**

**Community service** will be mandatory and also used as a sanction in the 40th Judicial Circuit Drug Court program. The planning coordinator indicated that the number of community service hours assigned as sanctions would vary. A variety of agencies are available with which a client may do community service. The community service opportunities available include non-profit organizations such as: Parks & Recreation, the animal shelter, trash collection, and local churches.

**Book reports** and homework assignments may be used as sanctions to develop a sense of accomplishment and educate clients, as indicated by the planning coordinator.

The Drug Court Judge and staff will heavily encourage clients' commission of **good deeds**. Examples of good deeds include: volunteering at the animal shelter and providing transportation and/or childcare for other Drug Court clients.

A **mentoring** component will also be a part of the planned 40th Judicial Circuit Drug Court program. The planning coordinator hopes to recruit local leaders and volunteers from the community to serve as mentors to the Drug Court clients. The planning coordinator indicated that the mentoring component would be both formal and informal. Mentoring will also be used as part of the aftercare component of the Drug Court program, with graduates mentoring new clients.

**Fee payment** for child support, restitution, legal fees, medical fees, and victim payment will be a requirement for the Drug Court clients. Fees will be based on a sliding scale. The planning coordinator indicated that fee payment would help increase the client's level of responsibility and persuade the client not to spend money on drugs. Payment of fees will be monitored and verified through client presentation of receipts.

## **Community Agencies**

The planned 40th Judicial Circuit Drug Court Program intends to utilize community organizations for resource support, media coverage, and assistance with planning. The Drug Court team will talk to local businesses, churches, and civic organizations to educate them about the program and recruit resource and volunteer support. To facilitate further community involvement, the planning coordinator plans to utilize the local media. The following table presents the community organizations with which the 40th Judicial Circuit Drug Court Program plans to work.

Table 7. Community Linkages

<b>Organization</b>	<b>Service</b>
Adanta Group	Treatment
Access Mental Health	Treatment
County Health Departments	Medical needs
Alcoholics Anonymous	Support group for alcoholics
Narcotics Anonymous	Support group for drug addicts
Local Educational Systems	Educational and job training needs
Operation Read	Educational needs
Somerset Community College	Educational and job training needs
Adult Education Program	Educational and job training needs
Vocational Rehabilitation	Educational and job training needs
Housing Authority	Housing needs
Bureau of Vocational Rehabilitation	Job services
Manpower Services	Educational and job training needs
Chamber of Commerce	Resource support
Animal Shelter	Community service outlet
God's Pantry	Community service outlet
Faith communities	Counseling and community service outlet

## **Client Monitoring**

Clients will be monitored by the 40th Judicial Circuit Drug Court Judge, planning coordinator, the selected treatment provider, local police, and the Office of Probation and Parole, which will screen clients for drug use as well.

*Urine Drug Testing.* One of the most important ways clients are monitored in the Drug Court program will be through drug testing. The first drug test will be conducted upon arrest or as soon as possible. Drug testing will be done frequently and randomly, and will be monitored for integrity through observation.

Clients in Phase I will be required to provide two to three random urine samples each week; in Phase II, clients will be required to provide at least two random urine samples per week; and in Phase III, clients will be required to provide at least one random urine sample a week.

*Sanctions and Rewards.* Sanctions will be applied immediately and on a graduated scale. There will be a standardized system of sanctions applicable to the individual. For example, the planning coordinator indicated that it would be inappropriate to assign a book report to a client that was illiterate. Probation and Parole officer representatives, the treatment provider representatives, prosecution and defense attorneys, the Drug Court staff, and the Drug Court Judge all have input into sanctions. However, the Judge will make the final determination for sanctioning. Dirty urine screens, missing work, not completing community service, not completing assignments, being late to Drug Court status hearings, not showing up, and not cooperating with program requirements will all prompt the employment of sanctions. Sanctions may include jail time, phase demotion, additional treatment, and/or termination from the program.

Rewards will be prompted by the following examples: a client doing well in each of the phases, good deeds, and obtaining employment. Most rewards will be specific to each achievement. Clients need to have motivation in meeting their goals, and any progress needs to be recognized. While rewards for the clients are yet to be determined, the planning coordinator did note that the team is considering seeking donations from local merchants to provide rewards.

### **Relapse Patterns**

The Judge and planning coordinator feel that the following situations would be likely to trigger relapse among the Drug Court clients: crisis in the family, major life events, environment, a desire for drugs, and seeing old friends/places. To combat relapses, the planning coordinator indicated that relapse prevention would be included in the client's treatment.

### **Graduation and Discharge**

*Graduation.* The minimum time requirement for graduation will be 12 months. Clients must successfully go through all three phases, maintain stable living conditions for 12 months, maintain stable employment for at least six months, unless the client is in vocational rehabilitation or an educational program, and also provide clean urine drug screens for at least six months. Graduations will occur every six months. The planning coordinator indicated that graduations will be a festive occasion, with families and friends of the clients, the public, and the media all in attendance. The graduations will take place at the Courthouse in one of the three counties. Rewards given to the clients upon graduation are yet to be determined.

*Case Disposition.* In exchange for successful completion of the 40th Judicial Circuit Drug Court program, the Court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. If a client fails to complete the Drug Court program, he or she will be referred back into the Drug Court program or possibly serve the remainder of the initial sentence in prison or jail.

*Program Removal.* When a client is in non-compliance with the program rules, he or she will be terminated from the program. If a client fails to actively participate in the program and/or has consistently positive drug tests, he or she will also be removed from the program. If the client receives new drug charges, the severity of the charge will be evaluated. The Drug Court team will decide if the client should be removed from the program. The client will be notified of failure at his or her next Drug Court status hearing.

### **Information Capabilities and Reporting**

Regular reports about Drug Court clients will be made to the Drug Court Judge and the Administrative Office of the Courts. The planned 40th Judicial Circuit Drug Court program will have an automated date collection procedure. The planned 40th Judicial Circuit Drug Court program will be able to produce aggregate status reports on the progress or termination of participants.

Monthly reports will be made to the Administrative Office of the Courts. These reports will include: number of assessments; number of participants accepted; number of candidates rejected; number of clients in each of the phases; number of clients identified as using based on drug screens; number of in-patient treatment referrals and participants; number of those employed and their educational status; educational, housing, and treatment verifications; number of participants sanctioned; number of participants with new charges; number of terminations; and the total number of active participants.

Quarterly and yearly reports will also be submitted to the Administrative Office of the Courts. These reports will include a summary of the monthly statistics, and the progress toward outlined objectives and performance indicators listed in the Program Goals section of this report.

The staffing meetings will be informal in nature. The Judge will receive written and oral reports from the Drug Court staff, treatment representatives, and probation and parole prior to each Drug Court status hearing. The reports will include: urinalysis results, record of treatment attendance, appearance for urinalysis, appearance at court hearings, notes on participants compliance with court ordered conditions, counselor notes, criminal history, personal history, and educational progress.

### **Funding**

The 40th Judicial Circuit Drug Court program received a federal planning grant in July 1999. The program plans to apply for an implementation grant. If the implementation grant is awarded, the 40th Judicial Circuit Drug Court program may receive funding as early as July 2000. Judge Lovelace indicated that the Drug Court team is working to seek out other funding sources. In addition, the Drug Court clients will pay fees to be in the Drug Court program. The fees will be based on a sliding scale. The Drug Court program will also utilize third party payment such as Medicaid, medical insurance, private insurance, and/or employer insurance. The planning coordinator indicated that some cost sharing with other Drug Court programs in the region might be utilized in the future.



## **Evaluation**

The planning coordinator would like to include the following in an evaluation: Number of relapses per client; Percentage of clean urinalysis; Frequency of new arrests; Improved coordination of justice system and social services; Reduction in probation violation caseloads; Recidivism of clients; Retention in treatment; Time in custody; Participant progress in education development; Employment status; Stable living conditions; Reunified families; and Birth rate of drug free babies.

A follow up of graduates is planned. If feasible, the planning coordinator would like to follow graduates for up to five years after their exit from the Drug Court program. Follow-ups of graduates will be done through client cooperation, employment verification, and Courtnet record checks. Information collected from graduates at follow-up will include: update on their status, general progress, changes in life, and contact information.

## Perceptions

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### **Judge Perception**

Judge Lovelace initiated the planning of the 40th Judicial Circuit Drug Court program and intends to serve as the Drug Court program judge for the remainder of his judicial term. District Judge D. Jeffery Choate has also been involved in planning the Drug Court program.

Judge Lovelace has been on the bench for eight years. He has experience in working with substance abusers through his past service as the Commonwealth Attorney. The Judge noted that the high number of substance abuse cases has proposed a problem for his jurisdiction. He commented that the 40th Judicial Circuit has the largest court docket for any court in the Commonwealth of Kentucky. Because the docket comprises many substance abusers, he believes the Drug Court program will be beneficial in assisting this problem.

The Judge believes that the program will effect the judicial system by reducing recidivism, saving taxpayers money, creating a more intensive role for the Judge, and producing a greater workload on all involved. The Judge feels that the Drug Court program will increase the safety in the community in which the Drug Court serves and decrease the usage of drugs in the community.

Judge Lovelace did believe there is a problem with the way cases involving substance abuse are handled in the existing system. He stated that in substance abuse cases involving possession, the substance must be sent to the Kentucky State Police Crime lab for positive identification. Awaiting the determination can take months. Through the Drug Court program, the Judge noted that many possession cases might be reduced among repeat offenders. In turn, there would not be such a delay in sentencing.

Judge Lovelace feels that the typical criminal history of the Drug Court clients will reflect a fairly significant involvement with drug offenses, such as possession. He indicated that the clients would primarily come from broken homes where little or no parental encouragement was made available. Judge Lovelace also stated that many of the clients had turned to drugs probably out of boredom.

According to Judge Lovelace, Adanta is another program in the area that currently serves the target population of the Drug Court program. He indicated that Adanta is the local mental health provider, but few clients will have sought substance abuse treatment services. The Judge believed that if any clients had been in any treatment, the total would be fewer than 10%. This is due in part to the limited resources and programs available in the community. He believes that the important difference between other treatment programs and the Drug Court program is that the Drug Court is more intense and involves judicial pressure.

The Judge believes that clients will find out about the Drug Court program through their defense attorney, media, and judiciary. He feels that the main reasons Drug Court clients will choose to enter the Drug Court program will be to avoid jail and that some may sincerely want to make a permanent change in their lifestyles. The Judge believes that Drug Court clients will choose to remain in the Drug Court program mainly to avoid incarceration. The Judge plans on monitoring the clients' progress through weekly reports created by the Drug Court team and also through the Drug Court status hearings.

According to the Judge, the most important concept regarding the sanctioning process is to show no leniency. He expects the range of the sanctions employed in the Drug Court program will be community service to jail time. Judge Lovelace's philosophy regarding the reward process is to reward all notable progress. Examples of possible rewards the Drug Court program plans to use include recognition of progress by the Judge and gift certificates from local businesses.

Judge Lovelace believes that clients will have the most difficulty in changing their environments. He noted that many have friends and family members who are also substance abusers, and it will be difficult for the client to recover in that environment. Judge Lovelace noted that a desire for drugs and hanging around old friends and places might trigger relapse for Drug Court clients. He also noted that the most important difference between clients who complete the program and clients who do not would be the level of will power and desire for change.

The Judge hopes aftercare services will be implemented into the Drug Court program. He feels that aftercare is important because it reaffirms the clients' support system mechanism. Judge Lovelace feels that critical aspects of the Drug Court program will be promotion of the program, showing a success, and having a good staff.

The Judge stated that working with three separate counties in one Drug Court program would be the most difficult aspect for him. He is sacrificing personal time in order to fit the Drug Court program into his current schedule. He also noted that many people would doubt the worth of the program in the beginning because it is new and unfamiliar. Judge Lovelace added that the local judiciary have been supportive of and will be willing to refer clients to the program.

Judge Lovelace noted that he would determine if the 40<sup>th</sup> Judicial Circuit Drug Court program is successful when long-term goals are analyzed. He said if follow-ups are conducted on each client in five to ten years, and the clients still prove to be successful, then the program may be the panacea.

## **Defense Perceptions**

Four representatives from the Public Defender's Office completed surveys regarding the planned 40th Judicial Circuit Drug Court program. One defense attorney will have a staff member that is solely dedicated to the Drug Court. The most compelling reasons for having a Drug Court program according to the defense attorneys are: (1) Drug Court addresses the source of the crime problem rather than the effects; (2) It rehabilitates addicts, therefore preventing them from committing repeat offenses; and (3) The greatest part of their cases are drug or drug-related offenses.

The defense attorneys listed the following as the biggest problems with the planned Drug Court program: (1) The public's perception that the Drug Court program is too lenient; (2) The large numbers of cases will be difficult to monitor; and (3) The lack of time needed to monitor the program. An additional problem or drawback of the Drug Court program, according to one defense attorney, will be getting the program started.

According to the attorneys, the Drug Court program will have an impact on staff-training programs. The Department of Public Advocacy will most likely offer more training in the area of Drug Court. In addition, two of the defense attorneys feel that the Drug Court program will have an impact on policies and procedures. One defense attorney is concerned that Drug Court could raise some very difficult ethical problems. The other defense attorney feels that "There should be some policy and procedure in place to set forth what types of cases and who will be eligible for Drug Court."

Three of the defense attorneys feel that the Drug Court program will have an impact on their agency's relationship with community groups. One defense attorney said, "I feel that as the people enter the program, they will be interacting with various agencies. Other agencies will look to the Drug Court as a model to go by." Another defense attorney commented, "[We] need to be more interactive and cooperative with groups that could help, and [groups that could] assist and/or benefit someone enrolled in the Drug Court."

Some of the most critical components of a Drug Court program according to the defense attorneys are: (1) Expecting and re-enforcing client accountability; (2) Dealing with relapses; (3) providing a support system for the defendant apart from family and friends; and (4) dealing with the people involved in the implementation of the Drug Court program. The factor that is most important in evaluating the effectiveness of the Drug Court program according to the defense attorneys is the success rate.

Three of the defense attorneys believe the Drug Court program will have an impact on their community and office. One defense attorney stated, "I feel that the biggest impact will be on the way that the community views these type[s] of cases. The drug court can show the community that there is a way other than incarceration to treat these cases. Incarceration is not the only way to achieve rehabilitation." Another defense attorney commented, "It will be a lot of extra work and money for all the counseling services, but I don't know yet that it will decrease crime or drug use." The third representative said he believes the community will benefit if the drug problem is dealt with and resolved, but also feels it will be much additional work for his office.

Two defense attorneys agreed that the Drug Court would provide savings in jury costs. One feels that it will provide savings due to a reduced number of re-arrests. The other contends that the Drug Court will provide savings in police overtime, paperwork, and time spent in court appearances.

The attorneys believe clients will enter the Drug Court program to get help for their substance abuse problems, alleviate their legal problems, and avoid incarceration. When asked to give the main reason clients would remain in the Drug Court program, two attorneys stated that they would remain in the Drug Court program to avoid prison. According to one representative, clients would remain in the program because it deals with them and their problems appropriately. Another stated that clients would continue in the Drug Court program to gain the help and support they need for their drug and legal problems.

Two attorneys expect there to be savings to the office as a result of Drug Court. One explained that there will be savings in the amount of time and effort his office puts into cases, and the other feels that there will be savings in the amount of paperwork needed in each case. Only one attorney expects there will be any additional costs in his office as a result of Drug Court. He stated that there might be additional costs in training staff for Drug Court. Problems for the Public Defender's office, as a result of Drug Court, according to the defense attorneys, are the amount of time and effort required to adequately monitor the program.

The most significant benefits to the office as a result of the Drug Court program according to the defense attorneys, are: (1) Fewer probation revocations; (2) Quicker case dispositions; and (3) Less recidivism. One defense attorney stated, "I believe the benefits would be to the clients and not to our office."

The strengths expected to result from the Drug Court program are: (1) Addressing a person's specific problems; (2) Offering people a place for support; and (3) Providing an opportunity for addicts to rehabilitation.

An additional comment made by one defense attorney was, "Too many clients are going to prison for only having a substance abuse problem when all they need may be help!"

## **Prosecution Perceptions**

Two prosecutors from the Commonwealth Attorney's Office completed surveys regarding the 40th Judicial Circuit Drug Court program. According to one attorney, there will be a staff member solely dedicated to the Drug Court. The most compelling reasons for implementing a Drug Court program listed by the prosecutors are: (1) The current system does not effectively rehabilitate drug offenders; (2) The extensive drug problem results in many different crimes; and (3) The recidivism rates indicate that neither probation nor incarceration result in rehabilitation of offenders.

The prosecutors listed the following as the biggest problems with implementing the Drug Court program in their community: (1) Lack of counseling available to clients; (2) Lack of facilities and resources; and (3) The belief that the law enforcement and the Drug Court program will be too lenient on offenders.

Both prosecutors agreed that the Drug Court program will have an impact on staff training programs, because the staff will have to receive training on how the Drug Court operates, and the defense council will have to learn how to best use the system to benefit their clients. In addition, one prosecutor does feel that the Drug Court program will have an impact on his office policies and procedures. He explained that this is because once a potential client has been charged, it will be up to the Commonwealth Attorney's office to determine the procedures that will be used in deciding if a potential client is eligible to participate in the Drug Court program. Both prosecutors feel that the Drug Court program will have an impact on their agencies' relationship with community groups. One attorney indicated that the community groups would assist the office in making the Drug Court clients valuable members of the community by offering them opportunities to contribute to the community. Community groups will also assist in educating others about the positive effects of the Drug Court program.

The prosecutors feel that monitoring the success rate of the participants and their recidivism will be important in evaluating the effectiveness of the Drug Court program.

One prosecutor feels that the Drug Court will provide savings through a reduction in police overtime and in jury costs. However, neither of the prosecutors reported feeling that there will be savings in time spent in court appearances, reduction in number of re-arrests, or case preparation.

The prosecutors believe that the Drug Court program will impact their office and community by reducing the rate of crimes caused by drug addiction. One prosecutor stated, "I believe the Drug Court will reduce the overall crime by taking people off of drugs and assisting them. Hopefully, the community as a whole will benefit from that." Problems and/or drawbacks that may result from the planned Drug Court program according to the prosecutors are: (1) Initial misconceptions by law enforcement; (2) Quality of counseling facilities; (3) An attempt to take advantage of the program by some clients; (4) Lack of available resources to assist participants; and (5) The initial caseload on the probation office.

The most significant benefits the prosecutors expect to see in their offices as a result of the Drug Court program are: a reduced rate of drug related property crimes, decreased recidivism, increased number of truly rehabilitated offenders, and reduction in overall drug cases in the future.

Strengths that the Drug Court program would have, according to the prosecutors, are: (1) More individual attention on cases; (2) Heightened supervision of drug offenders; and (3) Counseling rather than just punishment.

An additional comment about the Drug Court program by one prosecutor was, “It is a much needed program and with enough time given, I think it will be something that will benefit the community.”

## **Probation and Parole Perceptions**

Two representatives from the Office of Probation and Parole completed a survey regarding the planned 40th Judicial Circuit Drug Court program. No staff members will be solely dedicated to this Drug Court program. According to the representatives, they will be involved as will other law enforcement, and correctional staff will help as their resources allow. One representative explained that he believes one of the most compelling reasons for having a Drug Court program is that there is a need to try something different, because simply sentencing offenders does not work. The other representative explained that he feels the most compelling reason to implement a Drug Court program in the community is to help reduce recidivism in the prison system.

The representatives believe the biggest problems with the planned Drug Court program are: (1) Lack of treatment providers; (2) Disbelief of public that offenders will truly benefit from the program; and (3) Resistance from law enforcement agencies.

Both representatives feel the Drug Court program will have an impact on staff training programs. One representative stated, "I would think that everyone would need to be trained so that everyone involved is on the same wave length." The other representative commented, "It will change viewpoints on incarceration versus treatment." One representative explained that as a result of the Drug Court program, fewer drug-related offenders would be incarcerated on their first offense.

Both representatives feel that the Drug Court program will have an impact on their agency's relationship with community groups by becoming more community-oriented and coordinated. Both representatives expect the Drug Court to impact their offices and/or communities. One representative stated, "Hopefully it will make the community more aware of how much incarceration costs the community. Not just in terms of how much [money it takes] to keep people locked up, but [an additional cost is that] lives and families [are] destroyed." The other representative commented, "My office would be impacted in that there would be a great deal of additional drug testing and monitoring when we don't have time now to properly supervise a 125 plus caseload. The community could be impacted if a repeat drug user injures someone."

Factors that the representatives feel will be important in evaluating the effectiveness of the Drug Court program are the success rate of the people who are in the program and whether or not recidivism is reduced at no safety risk to the public in general.

One representative feels that the Drug Court will provide savings in reduced number of re-arrests and in prison costs. The other believes that there will be savings in police/corrections overtime. Both representatives agree that there will be saving in jury costs.



Both representatives feel that the Drug Court program might impact their office/agencies by requiring more time in court, administering more drug testing, and by decreasing the number of recidivists in the system. One representative expects that there will be additional costs in treatment and more work to his office as a result of the Drug Court program. Another expects that there will be additional savings to his office due to fewer people being incarcerated as a result of Drug Court.

The representatives agree that there may be some difficulties or problems for their offices as a result of the Drug Court program. One representative stated, "Change is always a difficult process, and the Drug Court will definitely change things." The other commented that one difficulty his office might have as a result of Drug Court is "Finding the time to fit more drug testing into my other duties when I can't do all at the present time as it is." When asked what could be done to overcome any problems or difficulties concerning the program, the representatives suggested that additional staff and more money for treatment would be helpful. Some additional drawbacks that one representative listed are: (1) Overworked personnel; (2) Resistance from law enforcement agencies, and (3) Opposition from community groups such as Mothers Against Drunk Driving.

The most significant benefits one representative expects to see in his office as a result of the Drug Court program are: (1) Less recidivism; (2) Positive community relations; and (3) Less property crime and family problems.

Strengths expected to result from the Drug Court program, according to the representatives are: (1) Saving lives through treatment; (2) Educating people on substance abuse; (3) Creating a safer community; and (4) Reducing recidivism.

An additional comment made by one of the representatives was, "The Drug Court program in theory is a great program; however, it will take a lot of work to put this theory into action. Rural counties do not have resources such as treatment programs and transportation for offenders. It will take a lot of agencies; our people pulling together to make it a success."

## Conclusions

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In summary, the 40th Judicial Circuit Drug Court program received a planning grant in July 1999. The pilot program is targeted to start in October 2000 and will be based on the *Key Components*. The Drug Court program will have three program phases that will take an average client approximately 18 months to complete. Judge Lovelace will work with the planned Drug Court program, as there is no full-time staff currently employed by the 40th Judicial Circuit Drug Court program. The Office of Probation and Parole will conduct drug screens on the Drug Court clients in addition to their usual client caseload.

The following are the most commonly mentioned strengths among respondents: (1) The way Drug Court addresses clients' specific problems; (2) Drug Court offers people a place for support; (3) Drug Court provides an opportunity for addicts to rehabilitate; (4) There is heightened supervision of drug offenders; (5) Drug Court provides substance abuse education; (6) There is a reduction in recidivism; and (7) Drug Court creates a safer community.

The following comments are summaries of what respondents think about the Drug Court program. "Too many clients are going to prison for only having a substance abuse problem when all they need may be help!" and, "The Drug Court program in theory is a great program; however, it will take a lot of work to put this theory into action. Rural counties do not have resources such as treatment programs and transportation for offenders. It will take a lot of agencies; our people pulling together to make it a success."

While the program is in the initial planning stages, it should have a smooth implementation because of Judge Lovelace, along with the rest of the Drug Court team, has extensive experience and has created many community linkages during the planning process of the 40th Judicial Circuit Drug Court program.

## Process Evaluation Methodology

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The 40th Judicial Circuit Planning Grant Drug Court program process evaluation used structured interviews for each of the different agency perspectives and a specific methodological protocol. The methodology protocol and interview procedures were used in a number of process evaluations across the state of Kentucky. This allows for comparisons of similarities and differences among specific Drug Court program sites if desired.

This process evaluation included a one-hour interview with Judge Lovelace, Drug Court Judge, and a two-hour interview with Deborah Yingling, planning coordinator. Surveys of: 4 defense attorneys, 2 prosecuting attorneys, and 2 probation and parole representatives were also conducted. In all, 10 individuals representing five different agency perspectives provided information about the planned 40th Judicial Circuit Drug Court program. The specific breakdown of interviews is as follows:

Table 8. Process Evaluation Methodology

<b>Respondent</b>	<b># Interviewed/Surveyed</b>	<b>Response Rates</b>
Drug Court Judges	1	50%
Planning coordinator	1	100%
Defense Council	4	100%
Prosecution	2	100%
Probation & Parole	2	100%
Police Department	0	0%
<b>Total</b>	<b>10</b>	<b>75%</b>

The interview with Judge Lovelace lasted approximately one hour. The interview with the planning coordinator lasted approximately two hours. All of the other surveys were self-administered. The planning coordinator provided names and contact numbers of other representatives of those with working knowledge of and involvement with the planned 40th Judicial Circuit Drug Court program. Information was collected from the period of July 1999 to June 2000. Respondents also indicated that, due to the newness of the program, the strengths and weaknesses were difficult to evaluate. Additionally, the response rate was low.

The limitations for this process evaluation report include generalization over time and across programs. This report is specifically for the planning period of the 40th Judicial Circuit Drug Court program, and 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 40th Judicial Circuit Drug Court program. Regardless, the report is critical for documenting the program or the planning process through the stated time period.