

Greenup/Lewis Counties  
Adult Drug Court  
Implementation Evaluation

---

# **Greenup/Lewis Counties Adult Drug Court Implementation Evaluation**

**March 2005**

**Center on Drug and Alcohol Research  
University of Kentucky  
915B South Limestone  
Lexington, KY 40536-9824**

**859-323-6553  
Jennifer.Havens@ uky.edu**

## **Project Staff**

**University of Kentucky Center on Drug and Alcohol Research**

Principal Investigator  
Drug Court Liaison  
Senior Data Coordinator  
Senior Data Coordinator

Jennifer Havens, Ph.D.  
Kimberly Cobb, MS  
Barbara Martin, BA  
Valerie Bryan, MSW, ABD

**For an electronic version of this report, please email requests to  
Barbara Martin at [Barbara.Martin@uky.edu](mailto:Barbara.Martin@uky.edu) or visit the  
Kentucky Drug Court website at [www.kycourts.net](http://www.kycourts.net)**

# TABLE OF CONTENTS

PREFACE .....	8
Need for Adult Drug Court in Kentucky .....	8
Need for Greenup/Lewis Adult Drug Court.....	10
EXECUTIVE SUMMARY .....	11
PROCESS EVALUATION METHODOLOGY .....	12
Interviews .....	12
Court Observation .....	13
Monthly AOC Statistical Reports .....	13
Program Documentation.....	14
Focus Group and Logic Model .....	14
LOCATION AND CONTEXT OF GREENUP/LEWIS COUNTIES .....	15
FINDINGS: DURING PROGRAM IMPACT AND OUTCOMES .....	17
Key Component #1 .....	17
Key Component #2 .....	18
Key Component #3 .....	18
Referrals, eligibility, and admission procedures .....	18
Capacity and Caseflow .....	19
Key Component #4 .....	24
Key Component #5 .....	24
Positive Urine Screens .....	26
Key Component #6 .....	26
Phase Structure .....	26
Participant Goals .....	29

Rewards .....	29
Sanctions .....	31
Program Rules and Termination .....	32
Key Component #7 .....	35
Key Component #8 .....	38
Target Population .....	39
Short Term Goals .....	39
Long Term Goals .....	40
Therapeutic Activities .....	41
Community Resources .....	42
Individual Characteristics .....	43
Other Influences .....	44
Program Concerns .....	44
DURING PROGRAM IMPACT AND OUTCOMES .....	47
Retention in Drug Court.....	47
Graduates .....	49
Employment .....	49
Recidivism .....	51
Key Component #9 .....	53
Key Component # 10 .....	54
SUMMARY AND CONCLUSIONS.....	55
REFERENCES .....	57
APPENDICES .....	59

## **Index of Figures and Tables**

Figure 1 – Enrollment at Six Month Intervals .....	20
Figure 2 – Gender of Participants .....	21
Figure 3 – Age of Participants .....	21
Figure 4 – Education Level of Participants. ....	22
Figure 5 – Reported Drug Use at Intake.....	23
Figure 6 – Average Age of First Reported Use .....	23
Figure 7 – Average Monthly Urine Screens and Drug Panels Administered .....	25
Figure 8 – Phase Promotions for Reporting Period .....	30
Figure 9 – Participants Receiving Sanctions .....	32
Figure 10 – Total Number of Sanctions Issued by Drug Court.....	32
Figure 11 – Reason for Termination .....	35
Figure 12 – Logic Model: Greenup/Lewis Counties Adult Drug Court .....	46
Figure 13 – Days in Drug Court.....	48
Figure 14 – Average Number of Days in Treatment by Phase .....	49
Figure 15 – Percent of Participants Employed While in Drug Court .....	51
Figure 16 – Participant Recidivism During Drug Court .....	52
Figure 17 – Participant Recidivism One-Year Post Drug Court .....	53
Table 1 – Drug Court Program Phase Requirements .....	28
Table 2 – Drug Court Participant Goals .....	29
Table 3 – Participant Rules .....	34

## **Index of Appendices**

Appendix A-Monthly Enrollments .....	57
Appendix B-Participant Observation Coding Sheet .....	59
Appendix C-Client Record Coding Forms .....	61
Appendix D-Consent and Script for Focus Group .....	71
Appendix E – Sanction List .....	81

## PREFACE

Though Kentucky recidivism rates have decreased slightly in the past couple of years, both generally and specific to drug crimes, rates remain troublingly high. The most recent data provided by the Kentucky Department of Corrections reported that 7,579 inmates were released in 2000 from adult institutions in Kentucky and 27.5% of them returned to prison within two years (Kentucky Department of Corrections, 2002). The rate of recidivism for drug offenders in 2000 was higher than the overall recidivism rate at 28.7%. Arrests for narcotic law violations increased from 34,082 in 2000 to 36,551 in 2003 (12.1% and 15.7% of total arrests respectively; Kentucky State Police, 2004).

Additionally, during a large-scale needs assessment of prisoners in Kentucky, Leukefeld et al. (1999) found that 59% of Kentucky inmates were dependent on substances and that inmate illicit drug use one month prior to incarceration was 20 times higher than use in the general population. In response to the rising costs of incarceration and increased numbers of drug related arrests and recidivism, Kentucky's Administrative Office of the Courts (AOC) established a Drug Court department in July 1996, to provide fiscal and administrative oversight to all Drug Court programs in the state.

The motto for Kentucky Drug Court is "A chance...a change" and Kentucky Drug Court is aligned with the more than 1000 Drug Courts in operation across the United States. Reflecting the philosophy of therapeutic jurisprudence (Hora, 2002), it's mission is to create a criminal justice environment in Kentucky that is effective in both eliminating illicit drug use and related criminal activity while promoting recovery and reintegration into society, emphasizing public safety and fair representation of all interests under the laws of the Commonwealth of Kentucky. Drug Court programs in Kentucky represent a team-oriented

effort that brings together professionals from the criminal justice system, the treatment delivery system, and the community who are focused on combining intensive criminal justice supervision with drug abuse treatment. This combination of intensive supervision and treatment helps hold offenders accountable for their actions and provides an atmosphere that has been shown to be effective for reducing recidivism and drug use and for improving employment rates among Kentucky drug offenders (Logan, Hiller, Minton, & Leukefeld, in press).

All adult Drug Courts in Kentucky are grounded in the 10 Key Components described in the publication *Defining Drug Courts: The Key Components* (United States Department of Justice, 1997). These 10 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 to follow. All adult Drug Court programs in Kentucky are required to adhere to a programmatic model developed by Administrative Office of the Courts that fulfills the standards set forth in the 10 Key Components. Of course, individual programs vary to a certain degree in exactly how each of these standards are fulfilled because the 10 Key Components are intended to be somewhat flexible for helping each jurisdiction answer specific needs unique to its Drug Court. These guidelines provide an important standard by which to measure whether a particular Drug Court has been successfully implemented in the manner intended by the U. S. Department of Justice.

Altogether, at the time of this evaluation, Kentucky had 27 operational adult Drug Courts, 10 operational juvenile Drug Courts, and 2 operational family Drug Courts (Kentucky Administrative Office of the Courts, available online). Many more Drug Courts are being planned, and the expansion of Drug Court is expected to continue as more programs are developed through Operation Unite, a local grassroots effort to address a



prescription drug abuse crisis in Eastern Kentucky and growing problems with methamphetamine abuse in Western Kentucky.

**Need for the Greenup/Lewis Counties Adult Drug Court Program:**

Many of the crimes in the counties served by this program are drug or alcohol related. For example, in Greenup County during 2003, 93 arrests were made for driving under the influence (DUI), 27 arrests were made for drunkenness, 77 arrests were made for narcotic drug law offenses, and 17 arrests were made for liquor law offenses, accounting for 42.2% of Greenup County arrests in 2003. In Lewis County during 2003, 93 arrests were made for driving under the influence (DUI), 79 arrests were made for drunkenness, 81 arrests were made for narcotic drug offenses, and 16 arrests were made for liquor law offenses, which accounted for 59.5% of Lewis County arrests in 2003 (Kentucky State Police, 2004).

## **Executive Summary**

This report is a compilation of qualitative and quantitative data collected during a program evaluation of the Greenup/Lewis Counties Adult Drug Court Program. In year one, a process evaluation was conducted which included administrative interviews, a focus group, court observations, and program documents review. The second year of evaluation included an update of the process evaluation and the addition of an outcome evaluation in which recidivism data was collected and analyzed.

Results from the process evaluation concluded that the Greenup/Lewis Counties Adult Drug Court was implementing their Drug Court program in accordance with the 10 Key Components, a national standard for effective Drug Court operations. This program has a cohesive treatment team which meshes both criminal justice and substance abuse treatment philosophies to the benefit of the participants they serve. They have adopted both inclusionary and exclusionary criteria which has allowed them to consistently increase the number of participants active in their program. Additionally, this court has established a fixed sanction algorithm which not only assists them in delivering appropriate sanctions, but also holds participants accountable for their actions. This court has successfully identified and networked with numerous community agencies, in which participants have benefited from both services and employment opportunities. Providing such employment opportunities contributes to the participants' ultimate success in completing the Drug Court program. Additionally, this court has developed protocol for drug testing to ensure drug tests are administered in accordance with federal Drug Court requirements. This protocol includes linking with Exemplar to provide consistent, reliable drug testing results which allows the Drug Court to analyze trends and patterns in drug use of their participants. A key measure of success of this Drug Court program is that since July of 2002, this program has graduated a total of 21 participants from their program.

An important indicator of how Drug Court impacts the future criminal behavior of those who participate in the program is the amount of recidivism. Graduates of the Greenup/Lewis Counties Adult Drug Court Program have significantly lower recidivism rates than non-graduates of the program. Additionally, recidivism for graduates of the program was approximately half (9.5%) that of national estimates (16.4%) (Roman et al., 2003). The recidivism analysis conducted on the Greenup/Lewis Counties Adult Drug Court Program concludes that participants who successfully complete the Drug Court Program are less likely to re-offend than those who do not successfully complete the program.

The Greenup/Lewis Counties Adult Drug Court program provides valuable services to the clients in which it serves. The team acts as a united front to the clients to not only hold participants accountable for their actions, but also to provide the treatment which they need to rid themselves of the drug and criminal lifestyles to which they have become accustomed to. Through continued growth in community resources and linkages, this program is on course to becoming a successful Drug Court in Kentucky.

## **PROCESS EVALUATION METHODOLOGY**

Developing a specialized court takes extensive planning and program development processes. In order to document the tasks and outcomes of the tasks of these new specialized courts, a process evaluation methodology was employed for this study.

Utilizing a process evaluation methodology has several advantages. One advantage is that it allows the program to not only document, but also later revisit initial steps to determine what aspects of the program are successful and perhaps what aspects of the program need revision or fine tuning. A second advantage is that in conjunction with an outcome evaluation, it may explain why participants are successful or not successful in completing the program. And finally, process evaluations are essential for replication of future programs.

For the process evaluation piece of the Greenup/Lewis County Drug Court Evaluation, the research team conducted interviews with Drug Court coordinators and Judges, conducted focus groups with key Drug Court personnel, conducted treatment team staffings and court observations, and coded Drug Court participant case files.

### **Interviews**

The research team conducted structured face to face interviews with the Drug Court coordinator as well as the Drug Court Judge using instruments which collected both quantitative and qualitative data (see Logan, Lewis, Leukefeld, & Minton, 2000). 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 that detailed the specific operational characteristics of the Drug Court program. Specific sections highlight the target population, program goals, program organization and function (e.g., recruitment, capacity, assessment, and services), supervision practices, staff characteristics, and community organization involvement.

### **Court Observation**

The court observation allowed for the research team to extract observational data regarding the interactional (exchanges between the judge, court staff, and participants) and environmental (physical characteristics of the setting) variables of the Drug Court session. Data were coded using a protocol developed by Satel (1998) during a national study of 15 adult Drug Court programs. The method involved coding the session on 17 specific characteristics that focused upon the interaction between the Drug Court judge and participants (including eye contact, physical proximity of the judge to the participant, who the judge first addresses, whether each participant remains present in the court room throughout the entire session, and time spent with each participant) and the court room setting (including seating arrangements and ambient noise level). In addition, Drug Court staff were asked to rate how typical the observed sessions were for regular court operations. A copy of the observation code sheet is included in Appendix B.

### **Monthly AOC Statistical Reports**

All active Drug Courts in Kentucky, including the Greenup/Lewis Counties Adult Drug Court, are required to submit monthly reports to the Administrative Office of the Courts. 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 drug 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 the total number of active participants in the preceding month. For the current evaluation, monthly statistics reports from July 1, 2002 through January 1, 2005 were reviewed and analyzed.

### **Program Documentation**

Several other sources of program documentation also were reviewed for the process evaluation. These included copies of the grant application submitted by each court for funding, handbooks provided by each Drug Court to its participants to outline the design and expectations of the program, and the policy and procedure manuals for each court. In addition to this information, monthly administrative reports from the program to the Administrative Office of the Courts were reviewed. Each report summarized the monthly activities of each Drug Court, including caseload, number of treatment sessions held, number of court sessions, and graduation and terminations from the program in the preceding month.

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

A focus group also was conducted during the process evaluation with Drug Court team members. The goal of the focus group session was to synthesize a comprehensive description of program elements for this Drug Court using a “logic model” approach. A preformatted logic flow model (adapted from Harrell, 1996) was completed during a researcher-led focus group to help Drug Court staff to articulate specific goals, outputs, and

activities for their Drug Court, with special emphasis placed on identifying links between specific program activities and their influence on the stated goals and objectives.

### **Geographic Location and Context of the Greenup/Lewis Counties Drug Court.**

The Greenup/Lewis Counties Adult Drug Court program is located in the Outer Bluegrass and Eastern Coal Field regions of the state with its main program office in Greenup, at the mouth of the Little Sandy River on the Ohio River (Kentucky Atlas and Gazetteer, retrieved online October 2003). Drug Court sessions are held in the Greenup County Courthouse in Greenup and in the Lewis County Courthouse in Vanceburg.

The population estimate for 2005 for Greenup County was 37,000, and 13,608 for Lewis County (Kentucky State Data Center, retrieved online January 2005). US Census figures reported in 2000 indicate that 98.1% of Greenup County's population is Caucasian, 0.6% African American, and 0.6% Hispanic. Lewis County's demographic composition as reported in 2000 is 98.9% Caucasian, 0.2% African American, and 0.4% Hispanic (United States Census Bureau, retrieved online October 2003).

Both Lewis and Greenup counties are within the Central sub region of Appalachia as defined by the Appalachian Regional Commission (ARC). Greenup County borders both West Virginia and Ohio, and is close to the Huntington, West Virginia and Ashland, Kentucky metropolitan region (defined by the Office of Management and Budget for use by the US Census Bureau). The county seat is Greenup. As of fiscal year 2002, the ARC had defined the county as economically "transitional," meaning that it had met one of the three criteria used to identify economic distress<sup>1</sup>. The per capita income reported for Greenup County in 1999 was \$19,681, 68.9 % of the national average per capita income for that year.

---

<sup>1</sup> Transitional counties are classified as those that are below the national average for one or more of the three economic indicators (three-year average unemployment, per capita market income, and poverty) but do not satisfy the criteria of the distressed category. (Appalachian Regional Commission)

The unemployment rate in 2000 was 5.5%, 36.9% higher than the national average unemployment rate. In 1990, Greenup County had a 34.3% higher poverty rate than the national average, at 17.6%. Educational data regarding the population provides that in 1990, 64.7% of the county's population had completed a high school degree, while only 11% had completed a college degree (ARC, retrieved online October 2003).

Lewis County also lies on the Ohio River, to the west of Greenup County. The ARC has defined this small county as economically "distressed," which by ARC's definition designates the regions that are the most economically depressed<sup>2</sup>. The per capita income for Lewis County in 1999 was \$13,659, only 47.9% of the national average per capita income. The unemployment rate for 2000 in the county was 15.8%, almost four times higher than the 2000 national average unemployment rate of 4%. Lewis County's 1990 poverty rate was 30.9%, a disturbing 234% of the nation's average poverty rate for the same year. Only 45.4% of the county's adult residents had their high school diploma in 1990, and 6.7% had completed a college degree, well below national average percentages of the same, 75% and 20% respectively in 1990 (ARC, retrieved online October 2003).

---

<sup>2</sup> Distressed counties are the most economically depressed counties. These counties have a three-year average unemployment rate that is at least 1.5 times the national average; a per capita market income that is two-thirds or less of the national average; and a poverty rate that is at least 1.5 times the national average; OR they have 2 times the national poverty rate and qualify on the unemployment or income indicator. (Appalachian Regional Commission)

## **FINDINGS: DURING PROGRAM IMPACT AND OUTCOMES**

The findings presented in this section are comprised of information gathered from the Administrative and Judge interviews, focus group, participant observation, and participant files. These data were examined and are presented within the context of the 10 Key Components (Drug Court Programs Office, 1997).

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

The Greenup/Lewis County Adult Drug Court successfully incorporates substance abuse treatment with criminal justice-based case management as evidenced by the make-up of their Drug Court team, which is comprised of professionals from both the criminal justice system and the treatment system.

The Greenup/Lewis Adult Drug Court employs one full-time Coordinator, who began working with the team in 2002. The Coordinator's primary responsibility is to oversee the Drug Court program by conducting assessments, providing and assuring quality treatment, updating each participants' treatment plan, and verifying employment and housing stability. The Drug Court has hired two additional full-time case specialists to assist the Coordinator with identifying participant needs and case management. The Drug Court Judge volunteers his time to the Drug Court Program. The Drug Court team also includes a representative from probation/parole, a public defender, treatment representatives from Our Lady of Bellefonte Hospital and Pathways, Incorporated, a representative from the sheriff's department, and the Commonwealth's Attorney.

This broad representation of both systems and perspectives among the members of the team help integrate the public safety and public health goals of Drug Court. In addition, the Individual Program Plan (IPP) for each participant includes services focused on intensive supervision through random and frequent urine drug testing with regular contact



with the Judge and case specialists and outpatient-based substance abuse treatment services through group and individual therapy at one of the two local treatment providers.

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

All members of the Greenup/Lewis Counties Adult Drug Court program work together efficiently. Prosecutors and defense attorneys cooperate in order to help the participants' recovery process and withdrawal from criminal activities. Staff members' opinions are heard and taken into consideration. By working together in this way, the attorneys help to guarantee that the due process rights of the participant are protected and the public safety needs are served.

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

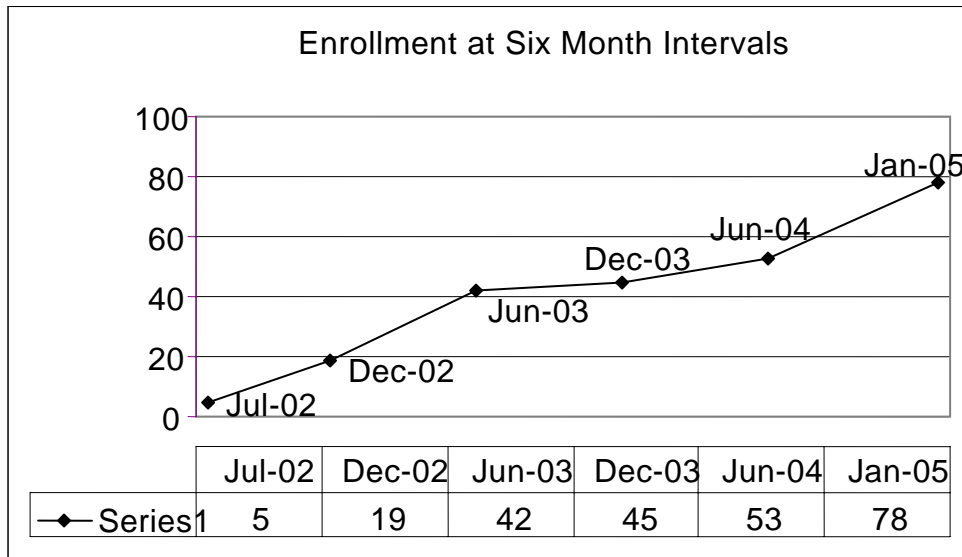
Information collected from interviews with the coordinator and Judge show that the Greenup/Lewis Counties Adult Drug Court follows a plan that is designed to identify, assess, and place eligible participants into the program in a timely manner. The team follows established inclusion and exclusion criteria to determine which adult offenders may be eligible to participate in Drug Court.

**Referrals, eligibility, and admission procedures.** Participants may be referred to the program by public defenders, word of mouth among offenders, brochures, prosecutors, and the Judge. The team meets during a pre-court staffing each week in order to discuss and to either approve or disapprove all referrals made during the preceding week. When a referral has been approved for entry into Drug Court, the Kentucky Addiction Severity Index (Logan, et al., 2001) is administered to them by the Drug Court Coordinator. This assessment is done either in jail or in the Drug Court office, and is completed within 7-14 days after accepting the participant.

To be eligible for the Greenup/Lewis County Drug Court, adults must be assessed on certain inclusionary and exclusionary criteria. Participants must be a resident of the 20<sup>th</sup> District, must be on either a diversion or probation track of case disposition and must also be abusing or dependent on drug(s). It is important to note, consistent with requirements for the Department of Justice, only non-violent offenders are eligible for participation in this Drug Court. Offenders who are eligible for the Drug Court program are required to sign a written agreement of participation.

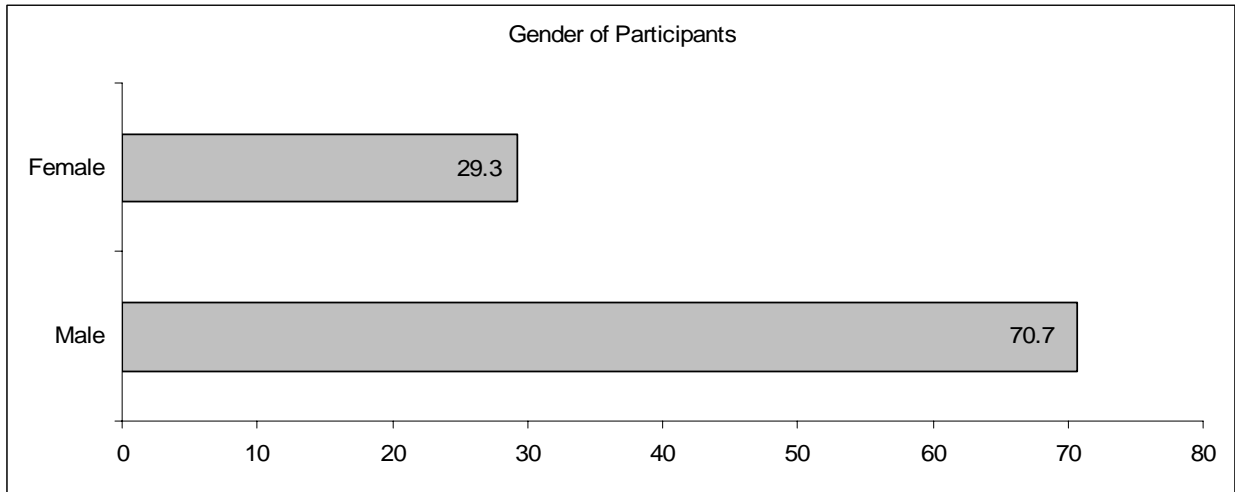
**Capacity and Caseflow.** The Greenup/Lewis Adult Drug Court has treatment slots for up to 100 participants; 70 participants in Greenup County and 30 participants in Lewis County. Currently, there are 78 participants actively enrolled in this Drug Court, with a steady flow of assessments being conducted and new participants being accepted weekly. The chart below shows the number of clients enrolled in the Greenup/Lewis Drug Court Program at six-month intervals (*for monthly enrollments, please see Appendix A*). The chart illustrates that since their funding began in July of 2002, the Greenup/Lewis Counties Drug Court have consistently increased the number of participants enrolled in their program.

**Figure 1**



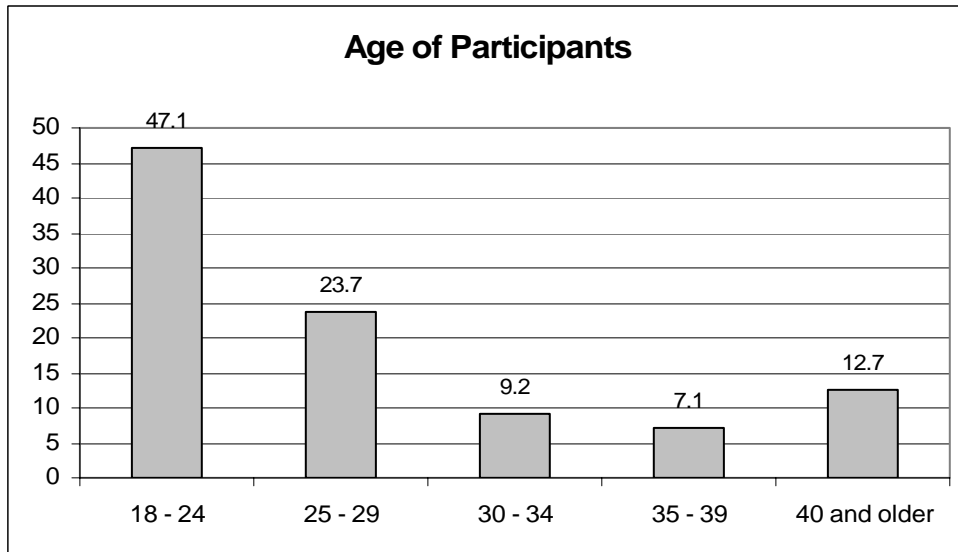
In accordance with the racial composition of these two counties, most all of the participants who have been enrolled in the Greenup/Lewis Counties Drug Court Program have been Caucasian, with one participant identifying himself as Native American. The majority of the participants enrolled in the program have been male. The figure below demonstrates the gender composition of the Greenup/Lewis Counties Drug Court Program.

**Figure 2**



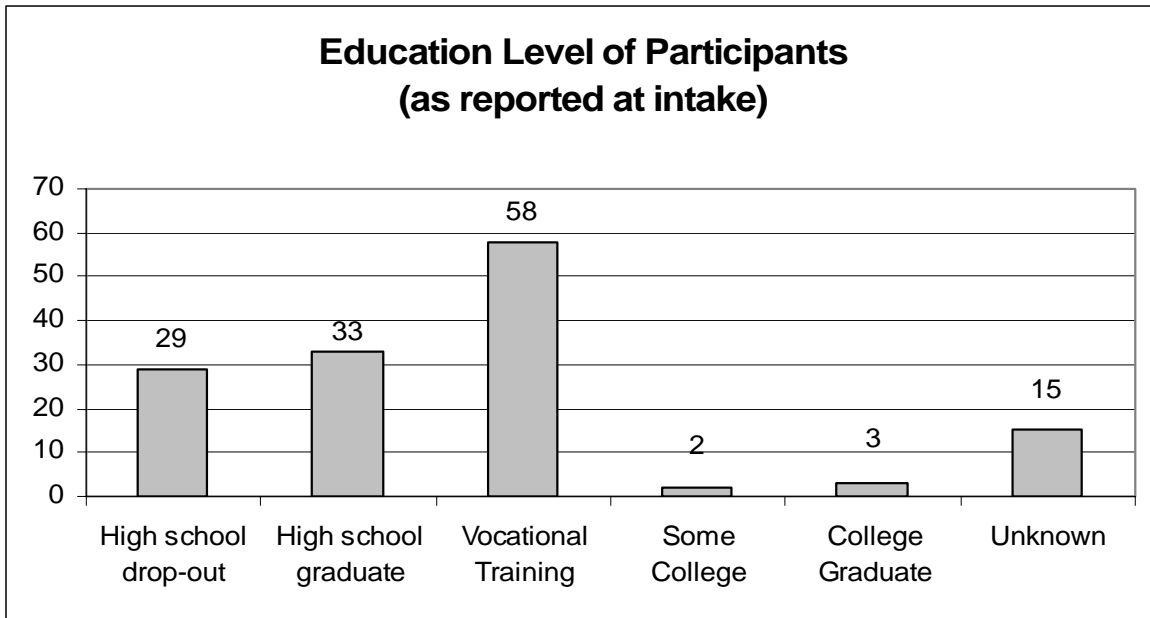
The Greenup/Lewis Counties Drug Court provides services to adults age 18 and older. Participants' ages range from 19 to 54 years. Sixty-five percent of those enrolled in the Greenup/Lewis Drug Court are age 20-29 years. The figure below demonstrates the percentage of persons enrolled in the program by age.

**Figure 3**



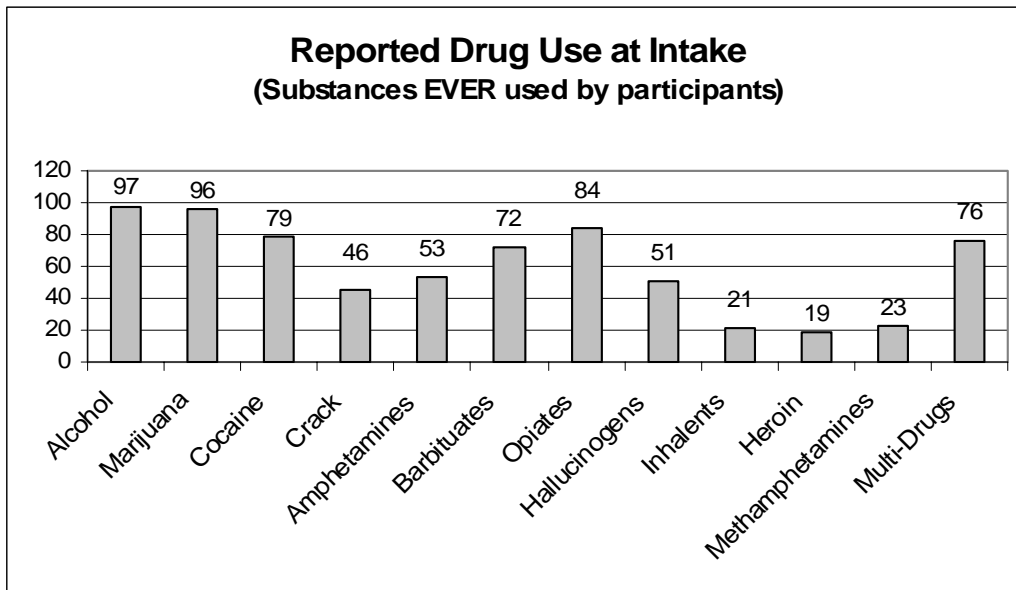
The majority of participants enrolled in the Greenup/Lewis County Drug Court program have at least a high school diploma (24%), with the majority also having some vocational training (41%). Figure 4 below demonstrates the level of completed education at intake as reported by the participant.

**Figure 4**

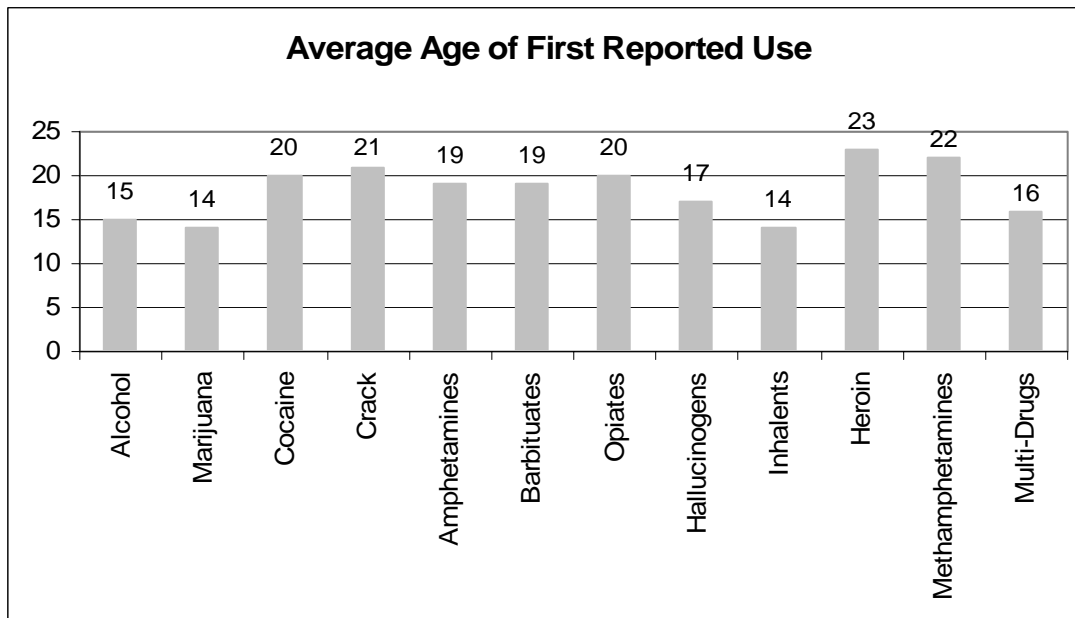


Part of the intake assessment (the Addition Severity Index, or ASI) includes questions on whether the participant has ever used particular substances and at what age they began using each substance. As expected, a high percentage of participants reported using alcohol (97%) and marijuana (96%). The average age of first alcohol use was 13 years. Marijuana users reported first use at an average age of 14 years. Participants also reported first using amphetamines and barbiturates (mean age=19 years), hallucinogens (mean=17 years) and inhalants (mean=14 years) in their teens. Poly-substance use began at an average age of 16 years. Figure 5 below demonstrates the percentage of Drug Court participants reporting use and Figure 6 shows the average age at first use of each substance.

**Figure 5**



**Figure 6**



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

Focus group participants and other Drug Court staff reported that the participants enrolled in the Greenup/Lewis Drug Court program receive substance abuse treatment services from Pathways, Inc. and Our Lady of Bellefonte Hospital. The Greenup/Lewis Drug Court has four group therapy services that specialize in different treatment focuses or philosophies. The Drug Court Treatment Coordinator places participants into one of these four groups based on individual needs. In-house treatment services are also available to participants when the Drug Court team considers it necessary, or when participants request such services. Treatment sessions also address a variety of needs other than substance abuse, such as behavioral, cognitive, and emotional concerns. All participants are required to attend either individual or group treatment sessions throughout the duration of the program. The Department of Corrections has also initiated a pilot program with the Greenup/Lewis Drug Court to allow the team to send participants to a mandatory 6-month residential treatment program housed in a correctional facility. Therefore, the participants that have been identified as having additional substance treatment needs beyond the scope of the court may be referred to this program in lieu of being immediately terminated from Drug Court.

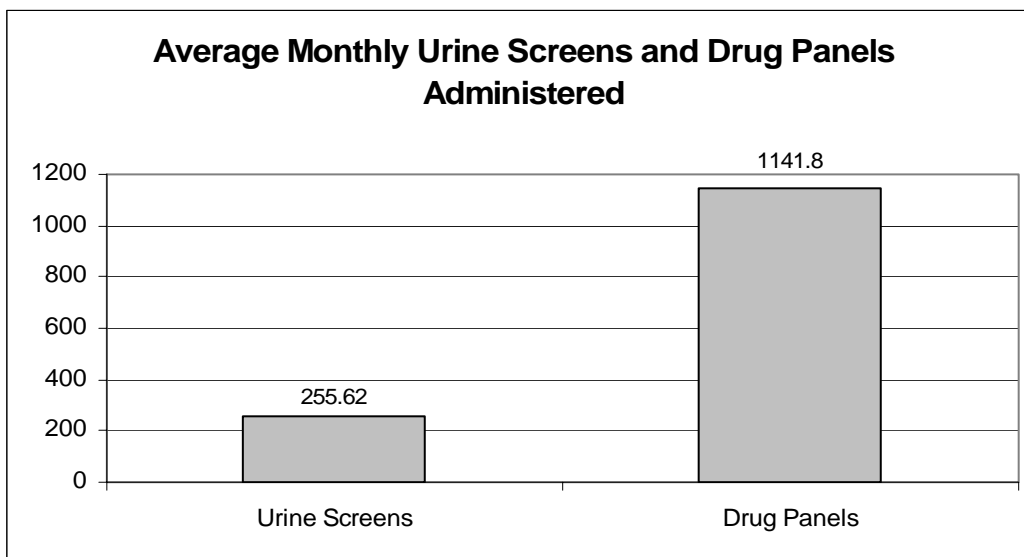
**Key Component #5. Abstinence is monitored by frequent alcohol and other drug testing.**

Many of the resources of the Greenup/Lewis Counties Adult Drug Court are focused upon reducing the use of alcohol and other illicit drugs among its participants. Drug Court staff provide recovery-oriented therapy to their participants and employ frequent urine testing for illicit drugs to determine participant progress and to identify relapse. Random and frequent urine screens are administered to each participant throughout their stay in the

program. In accord with standard Drug Court practices, as participants advance through the phases, the frequency of testing is reduced. The Drug Court Judge reviews results of urine drug tests and applies appropriate sanctions when an individual submits a drug-positive urine screen.

For the reporting period of July 2002 through January 2005, a total of 6,902 urine samples were collected from Drug Court participants and a total of 34,254 drug screen panels were administered. A minimum of six urine screens and a maximum of 492 urine screens were collected in any given month. Likewise, a minimum of 335 drug panels and a maximum of 3,043 drug panels were administered in any given month. Each participant submitted urine samples an average of 6.4 times per month during the reporting period. Figure 7 below illustrates the average number of urine screens and drug panel tests collected each month.

**Figure 7**





**Positive Urine Screens:** One of the primary objectives of the Drug Court is to encourage participants to live a substance-free life. One way in which the Drug Court monitors this is through mandatory, random urine screens. Results of Greenup/Lewis drug screens show that participants most often tested positive for marijuana (440 positive screens during the reporting period), followed by opiates and sedatives (96 positives each), crack/cocaine (82 positive urine screens), and amphetamines (31 positive screens).

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

Each new Drug Court participant is given a Greenup/Lewis Counties Adult Drug Court Handbook at program entry that details the operations of the program, policies and procedures, rules, and what each participant can expect from program participation.

**Phase Structure.** Like all Kentucky Drug Courts, the Greenup/Lewis Counties Adult Drug Court program is divided into three distinct phases, each with a separate set of goals, procedures, and strategies for reaching these goals. A general overview of these three phases (including Drug Court sessions, treatment activity, and supervision level) is presented in Table 1. The minimum expected duration of participation in Drug Court is 12 to 18 months, but many participants may take longer than this to finish the program.

Generally, as participants move through the three Drug Court phases, the number of court sessions that they are required to attend decreases, as does the level of supervision. As part of the judicial supervision, participants are required to attend scheduled Drug Court sessions. In phase I, participants are under the most intensive supervision, and are therefore required to attend one court session per week. During phase II, while the level of treatment is more intensive, judicial supervision remains the same as Phase I. In phase III,

participants are under the least amount of supervision and are only required to attend court sessions once every three weeks.

During phase I, a participant is expected to submit to three random urine analyses per week, attend at least three AA/NA meetings, and attend three group substance abuse sessions, with individual counseling sessions scheduled as needed. In phase II, participants are expected to submit to two random urine screens per week, attend two AA/NA meetings, and attend two group substance abuse sessions. They are also required to attend individual and other counseling sessions as needed. Finally, during phase III, participants are expected to submit to one random urine screen per week, attend one AA/NA meeting, and attend one group substance abuse session, with required individual counseling sessions scheduled as needed.

For a brief period of time, the Greenup/Lewis Counties Drug Court attempted to initiate a Phase IV requirement, wherein, participants could use that time to pay any restitution or lingering court fines as well as finish up any GED requirements they may have. The program staff found that this was not beneficial and only amounted to participants remaining stagnant in Phase IV. As a result of this, this phase has been eliminated and participants may not participate in graduation ceremonies until all fines are paid in full and their GED requirements are met. However, the program does offer a 12-week aftercare program which allows the participants to receive the benefits of continuing treatment services with the treatment providers and assistance in finding employment and other human services needs.

**Table 1: Drug Court Program Phase Requirements**

Based on your needs, an Individualized Program Plan is developed. The plan will outline goals you must achieve prior to advancing to the next phase. There are three phases of the program.

***Phase I: Stabilizing Period (Minimum Requirements)***

1. To attend one Drug Court session per week.
2. To provide all assigned drug screens each week which reflect no use of drugs or alcohol.
3. To attend and document required number of 12-step support meetings.
4. To attend all assigned group, family, and/or individual counseling sessions.
5. To begin to make necessary arrangements for payment of Court obligations.
6. To maintain Court-approved stable housing.
7. To maintain Court-approved employment, training, and/or education referrals.
8. To turn in journal assignments.
9. To comply with any necessary medical referrals.
10. To purchase a NA or AA text book, begin work on a 12-step recovery program, and obtain a sponsor.

***Phase II: Educational Period (Minimum Requirements)***

1. To attend one Drug Court session per week.
2. To provide all assigned drug screens each week which reflect no use of drugs or alcohol.
3. To attend and document required number of 12-step support meetings.
4. To attend all assigned group, family, and/or individual counseling sessions.
5. To begin payment of any restitution, court costs, etc..
6. To maintain Court-approved stable housing.
7. To maintain Court-approved employment, training, and/or education referrals.
8. To turn in journal assignments.
9. To complete assigned readings.
10. To maintain daily physical activity.
11. To do at least one good deed per court appearance.
12. To obtain/maintain an approved NA/AA Sponsor and continue work on a 12-step program.

***Phase III: Self-motivational Period (Minimum Requirements)***

1. To attend one Drug Court session every three weeks.
2. To provide all assigned drug screens each week which reflect no use of drugs or alcohol.
3. To attend and document required number of 12-step support meetings.
4. To attend all assigned group, family, and/or individual counseling sessions.
5. To pay a substantial amount of restitution, court costs, etc.
6. To maintain Court-approved stable housing.
7. To maintain Court-approved employment, training, and/or education referrals.
8. To turn in journal assignments.
9. To complete assigned readings.
10. To maintain daily physical activity.
11. To do at least one good deed per court appearance.
12. To maintain a full-time sponsor and continue work on a 12-step program.
13. To regularly mentor a new Drug Court participant and/or group session.
14. To complete an exit calendar; exit interview and plan for aftercare.

**Participant Goals.** The following are the participant goals set forth in the Greenup/Lewis Adult Drug Court handbook (Table 2). Although Drug Court staff members work with each participant to establish an Individualized Program Plan, certain goals apply to all participants. Participants must adhere to these goals and sign a participation agreement after having reviewed the program and program requirements with their defense attorneys.

**Table 2: Participant Goals**

Although the Drug Court staff will work with you on individual goals, the following are goals for every participant:

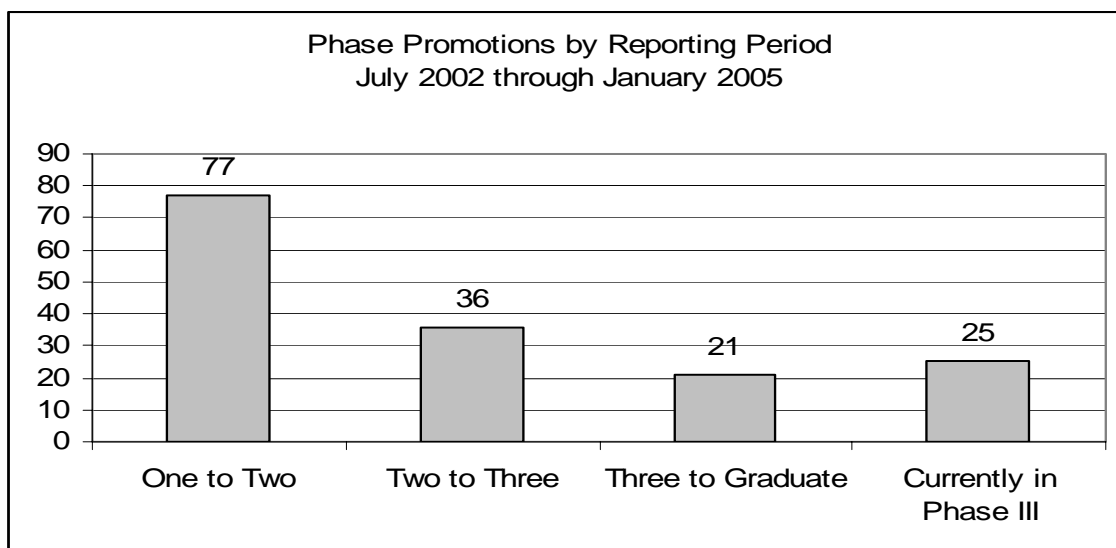
1. To learn to be alcohol and drug free.
2. To learn better life coping skills.
3. To adjust to a drug-free-lifestyle.
4. To develop a non-criminal pattern of living.
5. To enhance employment skills through vocational training and educational pursuits.
6. To attend 12-step support groups.
7. To increase social skills.
8. To enhance self esteem and self motivation.
9. To learn the warning signs of relapse and develop a relapse prevention plan.
10. To accept responsibility for financial obligations and learn budgeting skills.
11. To develop time management skills.

The Greenup/Lewis County Adult Drug Court program follows a clear system of rewards and sanctions that ties specific behaviors to specific consequences in order to encourage compliance with program rules, goals and objectives. Rewards and incentives are provided when a participant continues to act in a manner that conforms to program rules, and achievements are regularly acknowledged during court sessions. Conversely, participants are sanctioned in a timely manner when they fail to act in a manner that is in compliance with the program rules.

**Rewards.** Negative drug screens, journaling, attendance, and no probation violations are behaviors that may garner rewards for the participants. Rewards that are frequently given to the participants include phase promotions and reduced supervision. Additionally, participants' achievements may be rewarded through recognition by the Judge and Drug Court team. Good deeds are reported informally in Drug Court sessions. The Drug Court uses these deeds in order to help their participant develop a new value system.

Promotions to a higher phase indicate 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 participants' levels of compliance with treatment plans and program rules. For the reporting period of July 2002 through January 2005, the Greenup/Lewis Counties Drug Court monthly promoted an average of 2.4 participants from Phase I to Phase II, an average of 1.1 participants from Phase II to Phase III, and an average of 1.29 participants completed Phase III and moved on to either Phase IV or some form of Aftercare treatment. Figure 8 below, shows the total number of persons receiving Phase promotions during the reporting period.

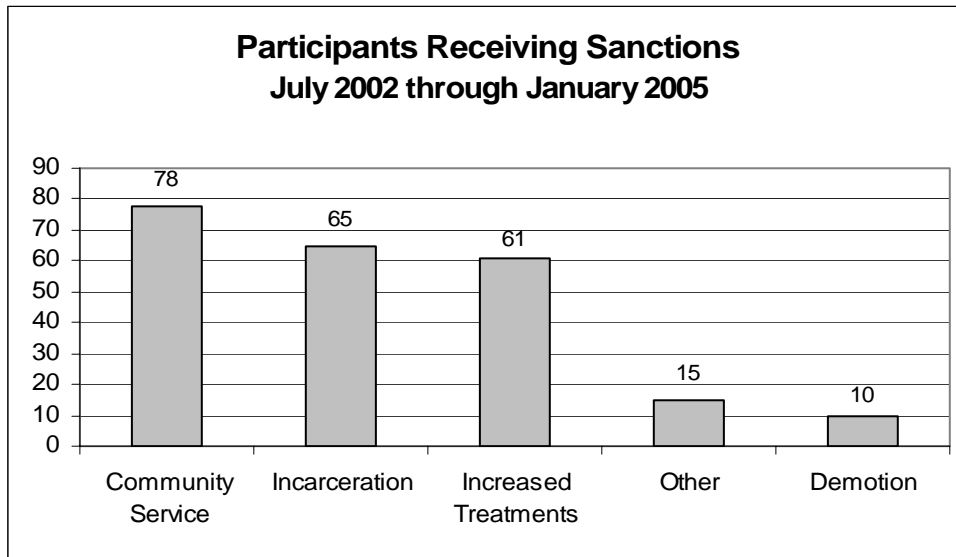
**Figure 8**



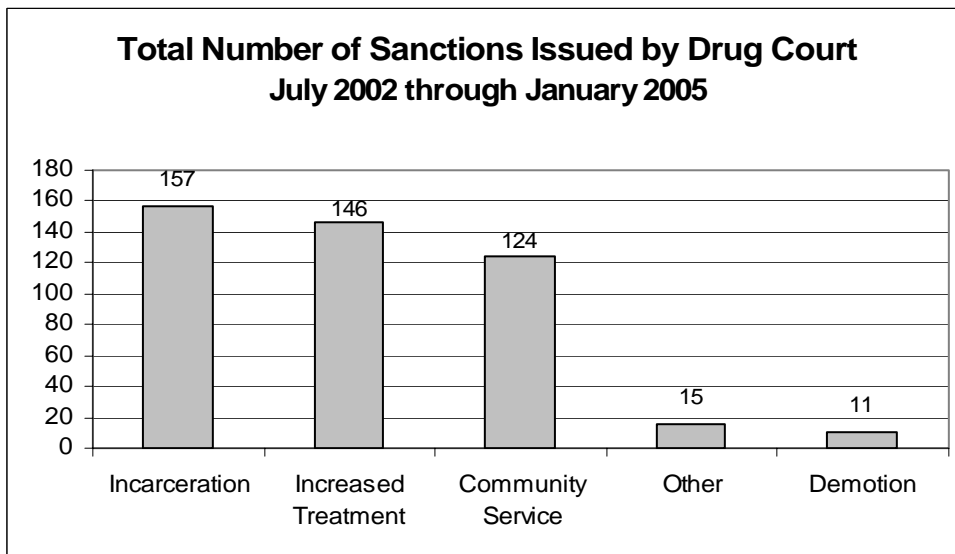
**Sanctions.** Sanctions are applied utilizing a fixed sanction algorithm, which takes into account the participants' program performance history and current relevant circumstances. The entire Drug Court team has input into sanctions; however, the Judge makes the final determination of which sanction will be used. Positive urine screens, poor work attendance, non-completion of community service and assignments, tardiness to Drug Court sessions, and general noncompliance with the Drug Court program are all grounds for the use of sanctions. Sanctions include jail time (which varies depending on the severity of the infraction), phase demotion, additional drug screens, additional treatment, additional contact with NA/AA sponsor, and/or termination from the program. The Greenup/Lewis Counties Adult Drug Court program has a graduated list of sanctions, which were adapted for their court from a Drug Court Planning Initiative team training session (Appendix E).

During the July 1, 2001 through January 1, 2005 reporting period, 78 community service sanctions were given, with varying number of hours of community service work required. Incarceration was given as a sanction to 65 participants, with varying lengths of stay. Increases in the amount of required treatment were assigned to 61 participants, and other sanctions were given to 15 participants. Other sanctions included additional court appearances, participation in a detoxification or methadone program, and additional supervision requirements. Another effective sanction used by this court was demotion to a lower phase. During the reporting period, a total of 10 participants were demoted to a lower phase as part of their sanction. Figure 9 below illustrates the number of participants receiving sanctions during the July 2002 through January 2005 reporting period and Figure 10 represents the total number of sanctions.

**Figure 9**



**Figure 10**



**Program rules and termination.** Drug Court rules impose a structure (often unfamiliar to participants) upon the life of the participant; ensure the safety of the staff and participants; provide a model of the larger social order under which society operates; and promote fair and consistent programmatic operation. Table 3 presents the rules of the Greenup/Lewis County Adult Drug Court. Failure to follow rules can, and frequently does,

result in the imposition of a disciplinary sanction and can result in the expulsion of the participant from the program (for either serious infractions or for repeated rule-breaking).

When a participant is noncompliant with program rules he or she may be terminated from the Drug Court. In these cases, probation is revoked and the original sentence is reinstated. Violence, mistreatment of any of the Drug Court team member, consistently positive drug screens, and new felony charges filed against the participant may all result in termination from the program.



**Table 3: Participant Rules**

**Participant Rules:**

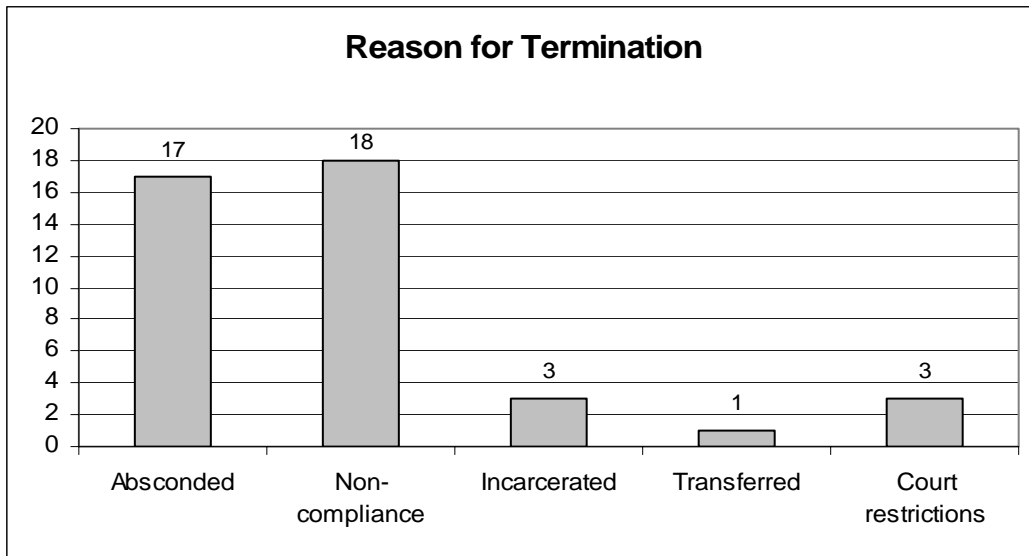
Any infraction of the rules will be reviewed by the Drug Court judge who may impose sanctions.

1. Appropriate clothing is expected at all times. You must wear a shirt or blouse, pants or skirt, and shoes. Sunglasses will not be worn inside the Drug Court Center or Court. Clothing bearing drug or alcohol-related themes, or promoting or advertising alcohol or drug use is not allowed. No gang colors or gang clothing shall be worn in the Center or Court.
2. You must attend all scheduled counseling sessions, educational sessions, and Court sessions, unless you obtain prior approval. You must arrive on time and not leave until the meeting is over. If you are late, you may not be allowed to attend the session and may be considered absent. Arrangements must be made to make up missed groups before your next court appearance.
3. The following actions will not be tolerated:
  - Violence or threats of any kind
  - Use and/or possession of drugs and/or alcohol
  - Belligerent behavior
  - Possession of any type of weapon
  - Inappropriate sexual behavior or harassment
  - Romantic relationships among participants
  - Failure to notify staff of any arrest, court obligations or fees within 12 hours
4. Your family, children and /or friends cannot loiter on the premises. If they are providing transportation, they should simply drop you off and pick you up at the end of the session.
5. You may not carry beepers or cellular phones to Court or group sessions.
6. The program shall comply with KRS 620.030 regarding the reporting of cases of abuse or neglect of minors. The program shall also comply with KRS 209.030 regarding the reporting of cases of abuse and neglect of adults. Federal law and regulations do not protect any information about suspected child abuse or neglect from being reported under state law to appropriate state or local authorities.
7. You are expected to maintain appropriate behavior at all times during Drug Court sessions and while in the courthouse. The judge shall be addressed with respect. Unless prior approval is given, you will remain for the entire proceeding. There will be no talking while seated in the audience. You will be permitted to show support and encouragement to fellow participants by applause, but only during appropriate times. Your behavior and demeanor while in the courthouse is a reflection on the entire program. Maintaining appropriate behavior is indicative of the progress you and your fellow participants are making toward your recovery.
8. All participants must comply with curfew times: Sunday-Thursday, 11:00p.m.; Friday-Saturday, 12:00a.m. as set by the court. Exceptions must be approved by the Drug Court judge or staff. If you work later than the hours, you have 30 minutes leeway to get home.

Termination from the program is used by this court as a last resort after all other sanctions have been utilized. In the Greenup/Lewis Counties Drug Court, a total of 42 participants have been terminated from the program. Almost half (43%) of these participants were terminated for non-compliance with program rules. Another 40% of the

clients absconded, choosing to not participate in the Drug Court program. Additional reasons for termination included being incarcerated on new charges, and being transferred to another program. Figure 11 below illustrates the number of participants terminated from the Greenup/Lewis Counties Drug Court Program.

**Figure 11**



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

Judicial supervision is an essential element to the success of Drug Courts. The Drug Court team clearly recognizes the importance of judicial interaction with the participants and uses this interaction as an effective tool. Observation of the court sessions by the research team from the University of Kentucky showed that the Judge addressed each participant individually. The Judge strongly encouraged each participant to be open and honest while maintaining eye contact and praised participants' positive actions and behaviors. The Judge also monitors participants' current activities during pre-court staffing and through frequent communication with other members of the Drug Court team.

Prior to each Drug Court session, the staff meets in the courtroom where Drug Court takes place for “staffing”. During staffing, the Drug Court team reviews and discusses the progress of the participants who will be appearing in court that day. Staffing sessions are informal in nature and include all available members of the Drug Court team. Staffing sessions vary in length depending on the number of participant on the Drug Court docket. Staffing begins at 8:30 and is held before court. Drug Court typically begins at 9:30 and is held every Tuesday in Greenup County on Fridays in Lewis County. The coordinator provides the judge with a progress report for each participant who will appear in court that day. Each case is discussed and rewards/sanctions are determined depending on the status of the participant. After the progress of each active participant is reviewed, the staff discusses potential Drug Court candidates.

During the staffing observed by the UK researcher, the team and Judge worked together closely to make recommendations for each participant. While the Judge led the meeting, he listened intently to the reports made by team members and asked for recommendations from the team on certain cases. This court has a set sanctions matrix they adhere to and the Judge stuck closely to the matrix when imposing sanctions. Team members recommended phase promotions, appropriate sanctions, and strategies for helping participants meet treatment goals.

A summary of the observations by researchers from the University of Kentucky is provided below to give a detailed picture of how Greenup/Lewis Counties Adult Drug Court sessions are conducted.

During the Greenup County Adult Drug Court session, the ambient noise level in the courtroom was low and participants filed into the courtroom and sat quietly while waiting for court to begin. The team members all sat at a conference table located in the front of the

courtroom during the session. When called by the Judge, each participant rose from his or her seat in the courtroom, handed any appropriate paperwork to the judge and remained at the bench in order to speak with the judge. Participants did not speak into a microphone, nor were they seated next to their attorney. The Drug Court coordinator sat in the court clerk's seat at the right of the judge. The participants were seated in the general court seating area while waiting for the judge to call upon them. The judge sustained eye contact with each participant throughout the court session. The research team observed two separate Drug Court sessions, both in Greenup, Kentucky. In all, a total of 35 cases were observed over the two court sessions. The amount of time spent with each participant varied from a minimum of less than a minute to a maximum of 6.15 minutes (median = 2.45 minutes). Time spent with each participant varied due to the circumstances surrounding each case. For instance, during one observation a participant was being promoted to a higher phase. The judge gave her a certificate, the audience and treatment team applauded, and the Judge gave some inspiring comments to the participant to continue to do well in the program. There was a somewhat fixed order to the cases with the Judge seeing the "worst" cases first. The Judge spoke to the participants as a group whenever a particular situation arose that he thought would be beneficial for all Drug Court participants to consider. The Judge also allowed some participants to address the other participants when they had been successful and felt they could offer some words of encouragement.

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

This report is a result of an ongoing evaluation that has been conducted by the University of Kentucky Center on Drug and Alcohol Research since the Court's inception. The data presented in this report are a combination of two process evaluations, one focusing on qualitative data and one focusing on quantitative data as well as an outcome evaluation. This report is submitted per Bureau of Justice Assistance requirements for an externally-conducted process evaluation of all federally funded Drug Courts.

One piece of this process evaluation is a researcher led focus group consisting of the Drug Court's treatment team members. This focus group follows a Logic Model approach (adopted from Harrell, 1996) which allows the Drug Court to participate in its own program development and evaluation. The focus group is initially conducted during the process evaluation, with a follow-up focus group conducted approximately one-year later.

The researcher asked the treatment team to discuss the key components of their program using open-ended questions. Given the two-part format, during the follow-up focus group the team members are allowed to opportunity to revisit these components to examine how they have changed or stayed the same; what worked or didn't work about the program, and what obstacles they felt the program still needed to overcome to successfully continue operations. This self-evaluation is an integral part of program's development process and is essential to program sustainment.

The end result of this focus group is a one-page graphic representation of important elements of the team's mission. The team was asked to identify their target population, talk about the short- and long-term goals they had for the participants, therapeutic activities, community resources available to the program, characteristics of their participants, factors that influenced their activities, and concerns regarding program operations.

**Target Population.** The Greenup/Lewis Adult Drug Court team described their target population as non-violent drug offenders. They are thinking of revising their criteria to include persons who have committed drug-related crimes. When federal funding ceases in early 2005, the team will consider including violent offenders, including those charged with gun-related offenses, to their target population. They feel that a lot of times, offenders do not get into Drug Court because of a violent or gun related offense. At this time, the Greenup/Lewis Adult Drug Court only enrolls felony offenders, although they see a great need to accept those charged with offenses at the misdemeanor level. However, they felt that there are just too many misdemeanor cases, which precludes the participation of these offenders. Other individuals who may be excluded from consideration are those with severe debilitating mental illness and those with multiple, serious health issues. The Drug Court office in Greenup County is not easily accessed by those with physical handicaps or who are seriously ill, as it is located on the third floor of the old Greenup County Courthouse. Since the Drug Court does not have the financial resources to provide complete at-home Drug Court case management and services for those who are homebound, the court will continue to only service those who are able to participate under the current parameters of the program.

**Short-Term Goals.** The Greenup/Lewis County Adult Drug Court team recognized that the identification and completion of various short-term objectives was necessary in order to realize its long-term goals and program mission. For instance, they want to institute a policy whereby participants have to carry picture ID's which identify them as a Drug Court participant. This would assist law enforcement in identifying Drug Court participants and informing the Drug Court team when persons are stopped or arrested. Another short-term goal is to take "before" and "after" pictures of the participants. The team also noted that

they recently began using Veracity, the Exemplar Drug Screening Program, and are pleased with the program thus far. However, results are not immediately available, which the team would like to rectify. A staff member noted that “right now, there is a two week delay in getting the drug testing results.” One way they are hoping to expedite this process is by obtaining more office space. It was stated that “once we have that, we will be able to immediately network with the Veracity database.”

Short-term goals specific to substance abuse and dependence were also identified by the team during the focus group. It was stated that “the very first thing clients need to do is stop using drugs immediately.” Related to this objective, the team noted that they look for a noticeable, progressive decrease in substance abuse levels with the use of frequent urine screens. The team also recognizes the fact that transportation is a significant problem facing the Drug Court participants, stating “these folks have a lot of difficulty getting to places, some don’t have transportation at all, parents won’t provide it and this affects their abilities to get to urine drops, AA/NA meetings and to their therapy sessions.” Therefore, they have added finding a solution to their transportation issues to their short-term goal agenda.

**Long-Term Goals.** The team mentioned specific client-based goals they hoped to achieve through the Drug Court program which all centered on helping participants make positive changes in their lives. One participant stated that their main goal is to “try to get sober, responsible, tax-paying citizens out of these defendants.” They want their clients to decrease their criminal, drug using lifestyles while “cleaning up their addictions.”

The team also mentioned some programmatic goals they would like their court to achieve. One participant stated “one of the big things people look at is the cost of incarceration versus cost of the program. We want our program to reduce the cost of incarcerating drug offenders.” They also expressed a need to establish a residential

treatment program close to their county. Another goal is to utilize an advanced drug testing method. They would like to test a client-specific drug testing method in which they test for the drug(s) of choice, and then once those tests are clean, they do a random 5-panel test to see if they have switched drugs. One participant stated, “We would like to compare the findings from testing only randomly to testing on a client-specific schedule to see if we increase the chances of catching them using.”

**Therapeutic Activities.** The team was next asked to identify what activities the Greenup/Lewis Adult Drug Court conducts that assists the participants with their efforts to recover from substance abuse and dependence. The team described a comprehensive menu of activities, services, and interventions that contributed to therapeutic success. Intensive outpatient substance abuse treatment is provided to the Greenup/Lewis participants through Our Lady of Bellefonte and Comprehend. Staff also identified the therapeutic value of the group therapy activities provided by Pathways, Inc., which recognizes the differing treatment needs of men and women by conducting separate groups. Local AA/NA groups were also identified as helpful therapeutic options. Focus group participants noted that, initially, new participants may benefit from the use of detoxification centers available in Lexington through the Hope Center for Women and the Hope Recovery Center. Currently, when residential treatment is deemed necessary by the team, the Layne House in Prestonsburg is utilized. The team also utilizes community education resources, including parenting, anger management, financial training and computer classes, stating, “They are free of charge, and we will access anything that is free.” Psychological assessments are also available when appropriate. One team member stated, “When we first created Drug Court, we wanted to “screen out” persons with mental health issues, but we’re finding that most people come into Drug Court with some mental health problems.”



The Greenup/Lewis County Adult Drug Court has also sought out new avenues to provide comprehensive treatment to their clients. One result of this outreach is a program called Bridges. The Department of Corrections offered to pilot test the program which allows the Greenup/Lewis Drug Court team to send participants to a mandatory 6-month residential treatment program housed in a correctional facility. Thus far this program has been utilized by the team to serve those who are in danger of being terminated from Drug Court due to continued substance use. Upon successful completion of the Bridges program, participants may return to Drug Court program. During the court observation, two participants were sanctioned to this program. A second outreach therapeutic initiative involves building a relationship with a methadone clinic in Morehead, Kentucky. Since some of the Drug Court participants have been abusing methadone, the Greenup/Lewis County Adult Drug Court is working with the methadone clinic to discuss medical withdrawals. One staff member noted that methadone abuse is a regional problem, stating, "There is a methadone clinic in Huntington, West Virginia and these folks are getting it there and using it and selling it on the streets here."

**Community Resources.** The Greenup/Lewis Counties Adult Drug Court has mobilized many community resources in order to best serve its participants with a wide range of psychosocial and practical supports. The team praised the contributions of various local churches, which not only provide opportunities for participants to fulfill community service obligations, but also offers direct services to the participants through access to its clothing bank, occasional transportation to Drug Court activities, as well as space and food for AA/NA meetings. Invaluable resources to the Drug Court also include local jails, the sheriff's department, and probation and parole, which help to administer urine screens and occasionally do curfew checks. The team recognized several organizations that assist with

basic needs of clients (food, clothing, emergency money, etc.) including the Red Cross, the Ministerial Association, Helping Hands, Goodwill Industries, and local churches. A great asset to the community has been the willingness of businesses in the five counties surrounding the Drug Court area to hire their participants. One team member noted, “Everyone who wants a job in Greenup/Lewis County Drug Court has a job.” They also identified their Steering Committee as an invaluable community resource “that provides help whenever there is a problem.”

**Individual Characteristics.** Team members were also asked to identify background characteristics of the Drug Court population. By identifying these characteristics, the team is able to better meet the service needs and resources required for the Drug Court participants. The team noted that approximately 70% of participants are male, most are Caucasian high school drop-outs, and are typically unemployed prior to enrolling in the Drug Court. It was noted, however, that some participants are professionals, including attorneys, teachers, and nurses. The team felt like the Drug Court population reflected the criminal offender population for the two communities. One team member noted, “We have a lot of first-time felony offenders...it’s usually not the first time they messed up, but it’s their first felony.” They did note that one characteristic most of their participants do not have is serious medical problems, and few participants have a medical card.

Frequent relationship problems among the participants were stated as being common. One team member stated “the problems aren’t just marital or significant other problems, but siblings, parents, etc.” The team also noted that one characteristic that has implications for the treatment of the participants is that they often have no drivers’ license or means of transportation.

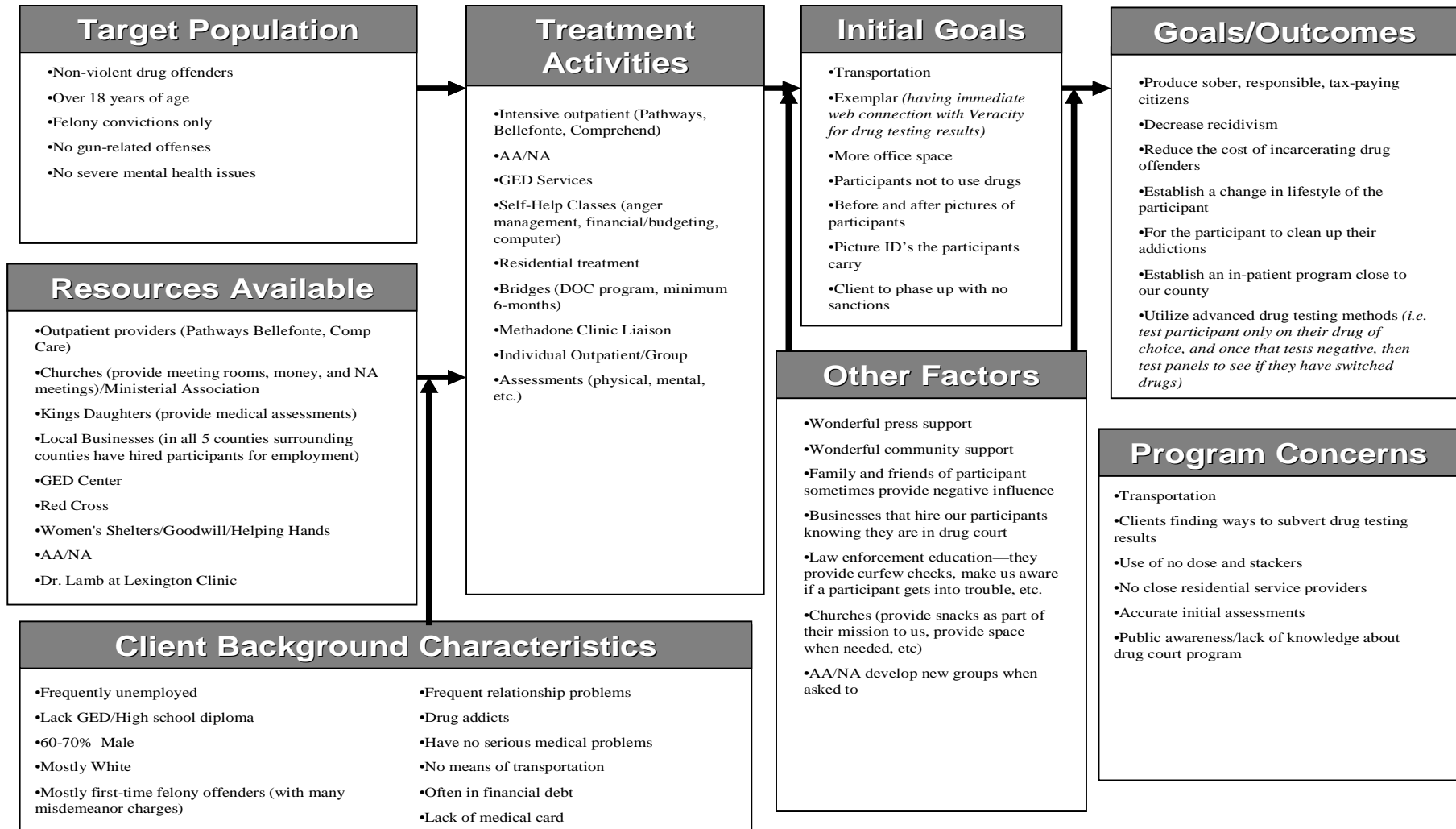
**Other Influences.** The team was next asked about influences outside the Drug Court which have an impact on their program. Overall, the comments were positive in nature; the Greenup/Lewis Adult Drug Court has received positive press coverage and extensive community support, including those businesses that hire the Drug Court clients, as well as those organizations that donate food, space and other amenities and services to their program and clients.

The team also praised the local law enforcement. One team member noted, “They have all become more educated about Drug Court, and as a result we get reports we would not usually get. They have learned to call in and report unusual activities.” Another positive influence on the Drug Court was identified as the local jail, which one team member noted “can be a positive and negative influence.” It was noted that the jail is very cooperative in letting participants in and out for sanctions and required Drug Court meetings and activities. The team also felt that a positive influence was the relationship between the District Judge and the Drug Court, as well as the Commonwealth’s Attorney. One team member also noted, “We have a variety of treatment opportunities working together which provides a great influence on our program and participants.”

**Program Concerns.** The Greenup/Lewis Counties Adult Drug Court team also and finally was asked to identify what concerned them about the program as it is currently functioning. The team identified transportation as the biggest concern facing their program, indicating that some participants are forced to walk to program meetings, daily testing, and even court sessions. One team member noted that a big problem was the fact that there are no close residential treatment services available in these two counties and no residential settings that will accommodate the whole family. The team also identified the ability of program participants to take substances to mask or subvert the drug testing procedure as a problem.

It was also discussed that a concern of the team is whether or not the initial assessments are bringing in the right people for their program, or more importantly, people who will truly benefit from the services offered by the Drug Court program.

**Figure 12. Logic Model:**

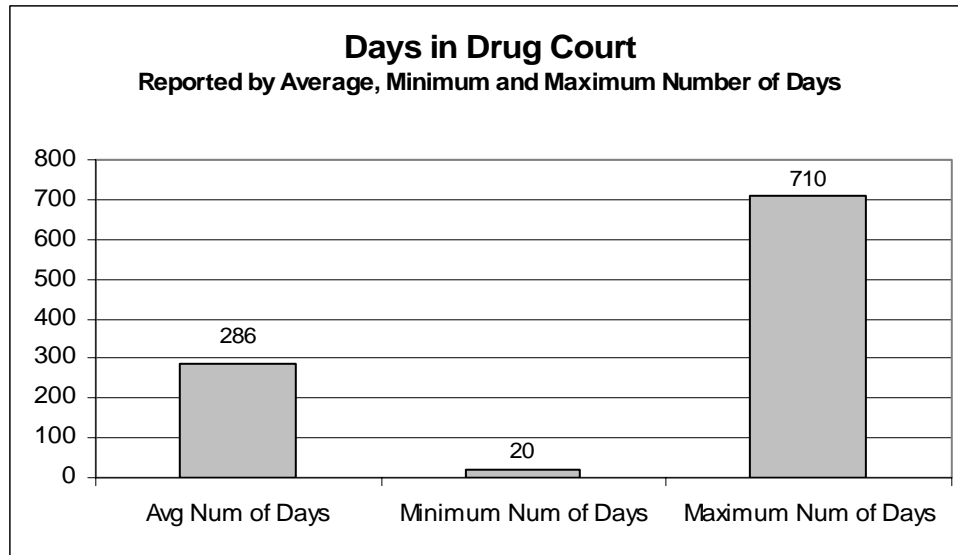


## **During Program Impact and Outcomes**

The primary emphasis of the Greenup/Lewis Counties Adult Drug Court is to help its participants to learn to live drug-free and crime-free lives. Participants are held accountable for their maladaptive behaviors through therapeutic sanctions and are rewarded for their successes. The Greenup/Lewis Counties Adult Drug Court program employed efforts to positively influence the participants involved to maintain jobs and to remain drug- and offense-free. Two outcomes which provide insight into the progress achieved during this time by the Greenup/Lewis Counties Adult Drug Court Program include program retention and recidivism among Drug Court participants.

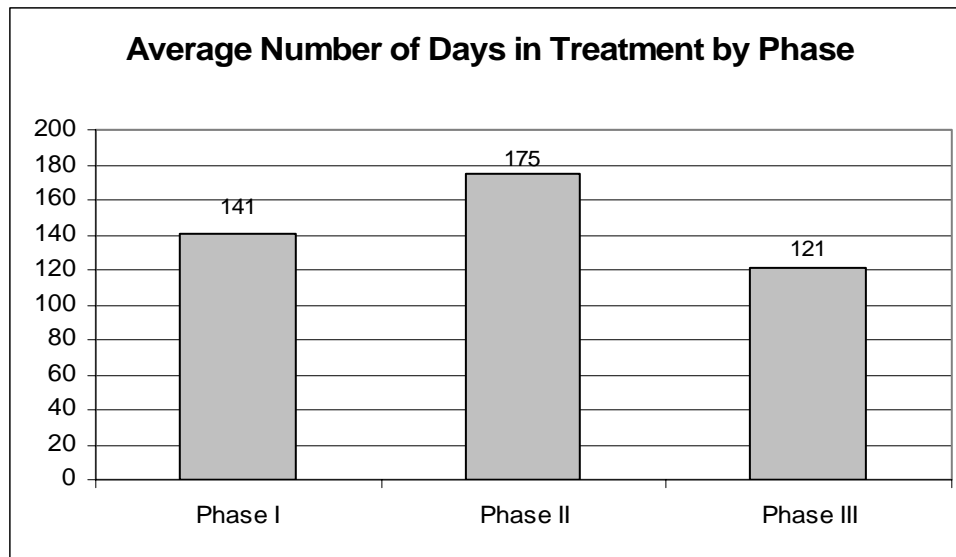
**Retention in Drug Court.** Retaining participants in the Drug Court program is an essential and crucial element of the program's success. If the participant is removed from the program, they usually do not continue to receive treatment, which reduces the likelihood that they will experience long-term recovery. Nevertheless, no program participation is infinite. Some participants are terminated to restore a therapeutic atmosphere, and serve to provide an example to the remaining participants that they will be held accountable for criminal or noncompliant behavior, thus modeling social and programmatic control. During the time frame covered by the current report, the average number of days participants spent in Drug Court was 286, with a minimum of 20 days and a maximum of 710 days (Figure 13).

**Figure 13**



Retention in Drug Court, similar to other substance abuse treatment programs, has been correlated with more successful long-term outcomes for participants (Peters, Hawes, and Hunt, 2001; see related substance abuse literature including Zhang, Friedmann, and Gerstein, 2003 and Simpson, Joe, and Rowan-Szal, 1997). The Greenup/Lewis Counties Adult Drug Court has succeeded in establishing an average retention rate in the program that corresponds to therapeutic levels. Phase I is at least three months in length, with participants averaging 141 days.

**Figure 14**



Initially, the Drug Court program was conceived to be completed in about one year, excluding extenuating circumstances that are examined on an individual basis. However, results from this evaluation show that most participants are taking on average anywhere from 14 – 24 months to successfully complete the Drug Court program.

**Graduates.** A large body of research in both the substance abuse treatment and Drug Court literature demonstrates that program graduates perform significantly better on re-arrest/recidivism outcome measures than those who do not complete a program (Belenko, 2001; Logan, Hiller, Leukefeld & Minton, in press; Peters and Murrin, 2000). Since the Greenup/Lewis County Drug Court has been funded, 21 participants have successfully graduated from the Drug Court program. This corresponds to a graduation rate of 31.8%, which is far below the 47% graduation rate found in a 2001 review of U.S. Drug Court programs (Belenko, 2001).

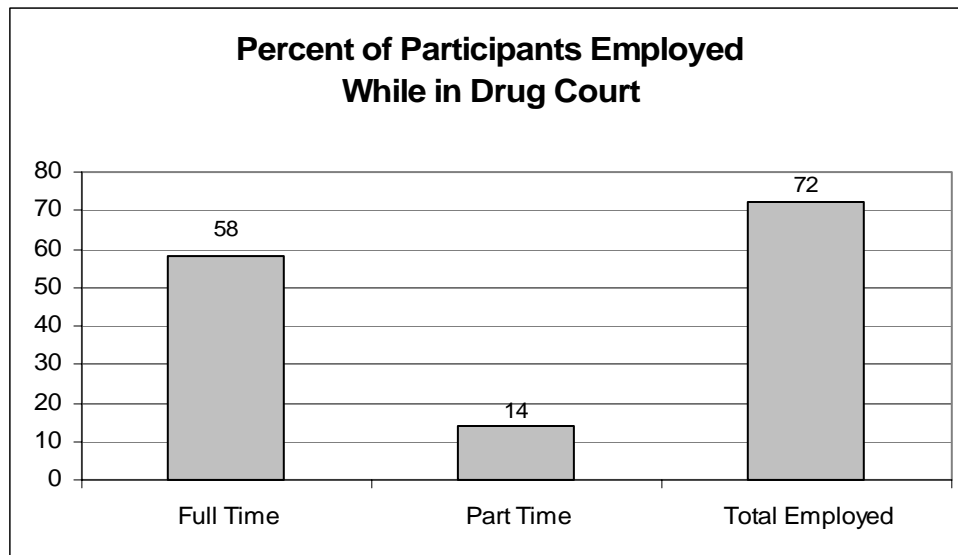
**Employment.** Employment problems are a reliable predictor of early dropout from treatment among adults in community-based substance abuse treatment programs



(Platt, 1995). Employment or active employment-seeking is required of every Greenup/Lewis Drug Court participant unless they are a full-time student.

Employment status of participants while enrolled in Drug Court must be considered within the context of two factors unrelated to the program: regional employment availability and the criminal charges which led to the Drug Court program enrollment. Employers may be unwilling to retain workers who have been charged with substance-related felony offenses, regardless of whether or not the employee is enrolled in Drug Court. Unemployment rates in these two Appalachian counties are notably higher than the national average, 136.9% and 393.2% of the 2000 U.S. average unemployment rate in Greenup and Lewis counties, respectively. Therefore, Drug Court participants in rural counties face marked barriers to stable employment which include being part of a stigmatized group (felons) in economically depressed regions. In spite of these potential barriers, the Greenup/Lewis Counties Drug Court Program maintain consistently high employment rates for their participants. The team indicated during the focus group that employers throughout Greenup, Lewis and surrounding counties have been willing to not only to hire Drug Court participants, but also to work around the requirements of the Drug Court program (including Drug Court appearances, urine screens, treatment meetings, etc.). A total of 72% of Drug Court participants were employed while participating in the program. Figure 15 below demonstrates the consistent employment pattern of Drug Court participants in the Greenup/Lewis Counties program.

**Figure 15**

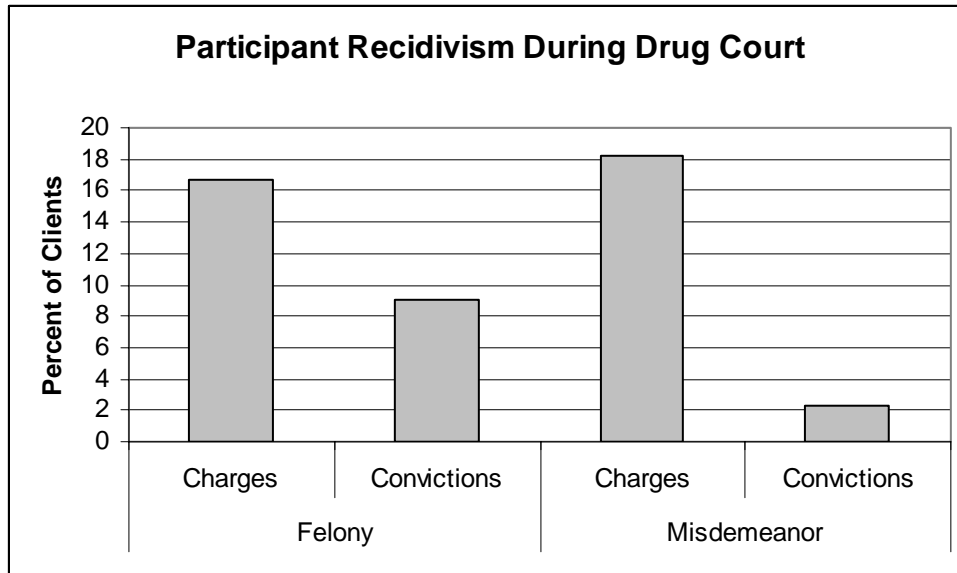


### **Recidivism**

Recidivism (often defined as re-arrests) is a fundamental outcome indicator used to judge the effectiveness of criminal justice-based programs. Therefore, one of the primary performance measures for the Greenup/Lewis Drug Court examines arrests and convictions for new crimes while under the program's supervision and one-year post-program participation.

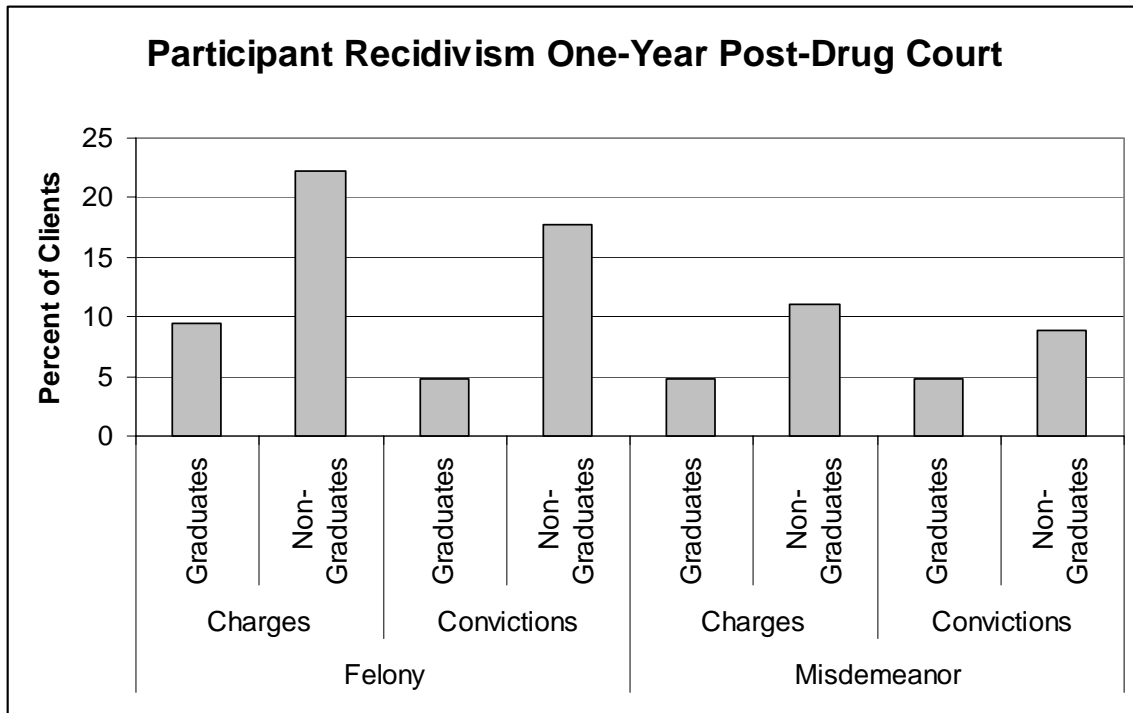
During their tenure in Drug Court, 16.7% of participants were charged and 9.1% were convicted of a felony offense, while 18.2% were charged and 2.3% were convicted of a misdemeanor offense (Figure 16). Within one year of either graduation or termination from the program, 12% of Drug Court participants were charged with a felony offense and 6.8% were convicted. For misdemeanor offenses, 5.3% were charged and 3.8% were convicted.

**Figure 16**



Comparing Drug Court graduates and non-graduates on one-year post-Drug Court recidivism, a greater proportion of non-graduates were charged with a felony offense when compared with Drug Court graduates (22.2% and 9.5%, respectively). At 9.5%, recidivism for graduates of the Greenup/Lewis was Drug Court was approximately half that of national estimates (16.4%) (Roman et al., 2003). Furthermore, only one graduate (4.8%) was convicted of a felony offense, versus 8 (17.8%) of non-graduates (Figure 17). When examining misdemeanor offenses, one graduate was charged and convicted, while 11.1% and 8.9% of non-graduates were charged and convicted of a misdemeanor offense, respectively.

**Figure 17**



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

Several members of the Greenup/Lewis Drug Court team have attended a number of educational workshops and trainings. The Drug Court coordinator, prosecutor, defense attorney, and Judge have attended trainings conducted by the National Drug Court Institute as well as other local and state workshops. By attending these educational trainings, members of the Drug Court team are exposed to interdisciplinary perspectives which can help maintain the high level of professionalism, commitment, and collaboration shown by this team.

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

The Greenup/Lewis Drug Court program has successfully forged partnerships with many local agencies and community organizations. The Drug Court team consists of representatives from the court, prosecution, defense, substance abuse treatment, probation/parole and law enforcement. The Drug Court program has not only formed relationships with Pathways, Inc. and Our Lady of Bellefonte Hospital, but also has established in-house treatment opportunities to promote a comprehensive treatment program for all participants. The Drug Court has also reached out to various community agencies who assist in providing space for AA/NA meetings, food for meetings, and assistance to the participants for clothing, food, and shelter as needed. Such agencies include the Red Cross, women's shelters, Goodwill, Helping Hands, local churches and the Ministerial Association. The court has also established a relationship with local businesses who are willing to employ their participants, contributing to this Drug Courts' high employment rate. This relationship allows participants to secure gainful employment while maintaining their commitment to program requirements. This court has also formed relationships with a methadone clinic as well as the Department of Corrections to pilot test the Bridges correctional treatment program.

## SUMMARY AND CONCLUSIONS

The Greenup/Lewis Counties Adult Drug Court is firmly grounded in the Ten Key Components that define effective Drug Court programs nationwide. The program provides recovery-oriented services and intensive supervision to non-violent adult offenders with drug abuse problems. A dedicated team of professionals work together closely to help these individuals to begin and maintain recovery, improve social functioning, and reduce criminal involvement. The Greenup/Lewis Counties Adult Drug Court has continued to grow not only in the number of participants enrolled in their program, but also in their commitment from local community organizations and businesses who are willing to work with the court to further its mission. In conclusion, the Greenup/Lewis Drug Court is in full compliance with the 10 Key Components outlined for implementing effective Drug Court programs (DCPO, 1999).

**Strengths.** The Greenup/Lewis Counties Adult Drug Court has demonstrated many strengths. The most significant strength is the dedicated personnel on the treatment team who make it a point to attend all treatment team meetings, Drug Court staffings and Drug Court sessions. They are a cohesive unit whose goal is to better the lives of those participating in their program. Another strength of this court is the network of community organizations who facilitate the services provided to Drug Court participants. Local employers in the five surrounding counties of the Greenup/Lewis Counties Drug Court program are willing to not only employ Drug Court participants, but are also willing to work around the requirements of the court. This court also diligently adheres to an effective sanctioning algorithm, which promotes consistency and accountability when sanctioning participants. Lastly, in nationwide study of recidivism among Drug Court participants, the proportion of graduates from

the Greenup/Lewis Adult Drug Court with felony charges and convictions within a year of graduation was half that of the courts under study (Roman et al., 2003).

**Recommendations.** Based upon information collected from Drug Court team members and the data reviewed for this evaluation period, the following recommendations are offered:

- (1) Continue operation of Drug Court program in accordance with the Ten Key Components.
- (2) Develop strategies to improve graduation rates among Drug Court participants.
- (3) Pursue transportation opportunities for Drug Court participants to facilitate participant travel to Drug Court-related appointments, hearings and meetings.
- (4) Continue to cultivate and enhance community networks supportive of Drug Court in order to expand volunteer, vocational, educational and therapeutic opportunities for participants.
- (5) Continue to work with local news media to raise awareness and knowledge among the communities regarding the Drug Court program.

## References Cited

- Appalachian Regional Commission. (undated) *Regional data results: socioeconomic data for Greenup County, Kentucky*. Retrieved from:  
<http://www.arc.gov/index.do?nodeId=56>
- Appalachian Regional Commission. (undated) *Regional data results: socioeconomic data For Lewis County, Kentucky*. Retrieved from:  
<http://www.arc.gov/index.do?nodeId=56#Query1>
- Commonwealth of Kentucky. (2000). *Crime in Kentucky: Commonwealth of Kentucky 2000 crime report*. Frankfort, KY: Author. Retrieved from:  
<http://www.kentuckystatepolice.org/pdf/Crime%20in%20KY%202000.pdf>
- Harrell, A. (1996). *Evaluation strategies for human services programs*. Washington, D.C.: Urban Institute.
- Kentucky Atlas and Gazetteer. (undated). *Greenup County, Kentucky*. Retrieved from: <http://www.uky.edu/KentuckyAtlas/21089.html>
- Kentucky Atlas and Gazetteer. (undated). *Lewis County, Kentucky*. Retrieved from: <http://www.uky.edu/KentuckyAtlas/21135.html>
- Kentucky Department of Corrections. (1999). *Recidivism 1996-1998*. Frankfort, KY: Author. Retrieved from:  
[http://www.cor.state.ky.us/facts\\_n\\_figures/recidivism.pdf](http://www.cor.state.ky.us/facts_n_figures/recidivism.pdf)
- Kentucky State Data Center. (2003). *Kentucky County Population Estimates by Age, July 1, 2002: Total Population*. Louisville, KY: Urban Studies Institute. Retrieved from: <http://ksdc.louisville.edu/kpr/popest/coest02ar.xls>
- Kentucky State Police. (2000). *Crime in Kentucky: Commonwealth of Kentucky 2000 crime report*. Frankfort, KY: Author. Retrieved from:  
<http://www.kentuckystatepolice.org/pdf/Crime%20in%20KY%202000.pdf>
- Leukefeld, C.G., Logan, T.K., Farabee, D., Watson, D., Spaulding, H., & Purvis, R. (1999). Drug dependency and HIV testing among state prisoners. *Population Research and Policy Review*, 18 (1/2), pp. 55-69.
- Logan, T.K. & Messer, J. (2001). *Kentucky Drug Court Addiction Severity Index*. Lexington, KY: Center on Drug and Alcohol Research.
- Logan, TK, Hiller, M. L., Leukefeld, C. G., & Minton, L. (in press). Drug Court Outcomes: Criminal Justice Involvement, Social Adjustment, and Self-Reported Drug Use, *Journal of Offender Rehabilitation*.
- Roman, J., Townsend, W., & Bahti, A.S. (2003). *Recidivism rates for Drug Court graduates: Nationally based estimates*. Washington, DC.: Urban Institute.



Satel, S.L. (1998). Observational study of courtroom dynamics. *National Drug Court Institute Review*, 1(1), 43-72.

United States Census Bureau. (last revised July 15, 2003). *US Census State and County Quick Facts for Greenup County, Kentucky*. Retrieved from:  
<http://quickfacts.census.gov/qfd/states/21/21089.html>

United States Census Bureau. (last revised July 15, 2003). *US Census State and County Quick Facts for Lewis County, Kentucky*. Retrieved from:  
<http://quickfacts.census.gov/qfd/states/21/21135.html>

United States Department of Justice. (1997). *Defining Drug Courts: the key components*. Washington, DC: Department of Justice, Office of Justice Programs, Drug Courts Program Office.