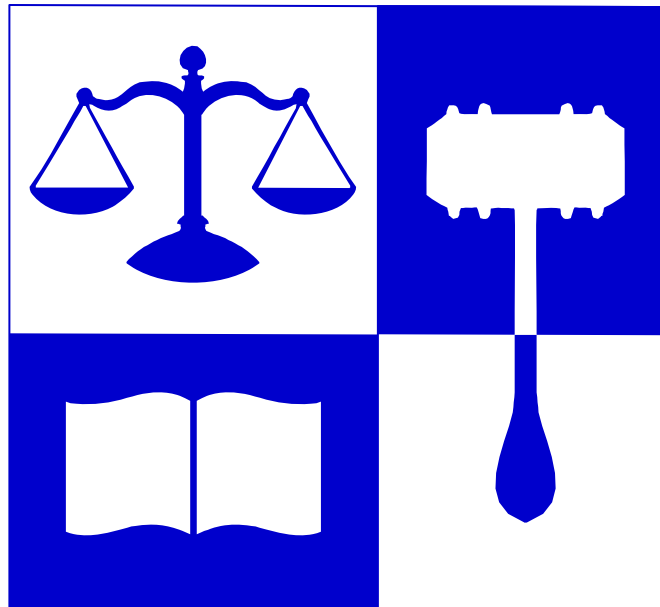


Kentucky Drug Court Outcome Evaluation:

**Behavior, Costs,
&
Avoided Costs to Society**



Kentucky Drug Court Outcome Evaluation: Behaviors, Costs, and Avoided Costs to Society

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Executive Summary

Introduction

The rates of incarceration have increased dramatically over the past two decades (Beck & Karberg, 2001). Along with the rise in rates of incarceration, there have been rises in substance use reported among inmates (Mumola, 1999). Drug Courts evolved in response to the overlap between drug/alcohol abuse and crime (Belenko, 1998; 1999). On January 2001, there were ten established adult Drug Court programs and 20 adult Drug Court programs in the planning stages in Kentucky. The motto for the Kentucky Drug Courts is “A chance...a change.” The first Drug Court program was established in 1993 in Jefferson county and the second Drug Court program began in Fayette county 1996, which was the first Administrative Office of the Courts (AOC) Drug Court program in the state. The third program began in Warren county in 1997. These three sites are the basis for this Drug Court program outcome report.

Purpose of this Report

The purpose of this report is to present the results of a comprehensive outcome evaluation for three established Kentucky Drug Court programs. This data provides critical information regarding the outcome of Drug Court effectiveness and adds to the knowledge base on Drug Court programs. Specifically, this report provides: (1) An overview of the three established Kentucky Drug Court programs; (2) Follow-up comparisons of criminal justice involvement and social adjustment indicators for Drug Court graduates, program terminators, and a quasi control group (a group of individuals assessed for the Drug Court program but who did not enter Drug Court); (3) Follow-up social adjustment differences of randomly selected graduates and terminators; and (4) An examination of Drug Court costs and benefits in terms of avoided costs.

Method

In order to accomplish the goals of this evaluation, multiple methods were used. The data collection for the evaluation began in November 1999 and ended with the analysis in June 2001. The total study sample included 745 Drug Court programs from three Drug Court programs. This evaluation included the following secondary data sets: client files (intake assessment information and in-program progress data), ORION (prison and parole information), local jail data, probation supervision (local probation office data), CourtNet (charge and conviction data), NCIC (out-of-state charges), EPO/DVO petitions, mental health service utilization, traffic accidents, child support collections, and Department of Employment Services (DES) employment data on quarterly earnings. This evaluation also included face-to-face interviews with a random sample of 136 Drug Court graduates and terminators. In addition, program costs were estimated using a validated instrument, the DATCAP. Avoided costs to society were estimated using cost estimates from the literature, or cost estimates developed specifically for this project from key informants. Avoided costs to society were analyzed using Tobit and Probit analysis.

Program Description

Brief program descriptions are provided based on process evaluations for all three programs. Highlights from the programs are:

- All three programs were based on Drug Court *Key Components* with three program phases which takes an average client approximately 18 months to complete. The Jefferson County Drug Court program was established in 1993. The Fayette program was established in 1996. The Warren program was established in 1997.
- Fayette and Jefferson County programs serve primarily male clients (71%-73%), the majority of clients were African American (61%-64%) and white (30%-35%) and are in their early thirties (31-33 years old). The Warren Drug Court program clients were 64% male, 40% African American, 60% white, and 30 years old on average.
- Fayette and Warren Drug Court program case specialists had between 18 and 28 clients, on average, per month over a two year period (FY 1999 and 2000). Jefferson County program case specialists had between 50 and 60 clients, on average, per month over a two year period.
- In Fiscal Years 1999 and 2000, across all three programs, staff conducted between 66 and 547 individual sessions a month and between 30 and 138 group sessions. In the Fayette and Warren Drug Court, between 668 and 883 drug screens were conducted per month, with 10% to 17% of active clients each month, on average, that had a positive urine screen. Monthly activities included between 12 and 13 family sessions, 9 and 18 court sessions, 90 and 169 employment verifications, 90 and 149 housing verifications, and between \$1,500 and \$2,700 was collected from participants for payment obligations.
- Fayette and Warren Drug Courts had a monthly average of between 13 and 35 sanctions and between 1 and 4 new arrests on average per month across both fiscal years.
- Graduation rates for Fayette and Jefferson County Drug Court programs were 39% over all of the years of operation, and 50% for Warren Drug Court overall all the years of operation.

Follow up Results

Follow-up results were partitioned into the following sections: Differences among graduates, terminators, and the assessed group before entering or being assessed for the Drug Court program; Differences between graduates and terminators during the Drug Court program; Differences between graduates, terminators, and the assessed group 12-months after criterion date (graduation, termination, or assessment date); Differences between graduates, terminators, and the assessed group after the 12-month period; and, interview results.

Before Drug Court

- Demographic variables examined from intake information indicated few significant differences between graduates, terminators, and the assessed group regardless of what year they exited from or were assessed for the Drug Court program.
- There were several significant differences between graduates, terminators, and the assessed group before entering the Drug Court program or being assessed for the Drug Court program with regard to convictions, charges, EPA/DVO petitions, and income. Specifically, graduates had a much lower rate of convictions, charges, and EPO/DVO petitions and a significantly higher income before entering the Drug Court program compared to the other three groups.
- When the graduates and terminators were collapsed and compared to non-program participants before program entry, no differences emerged for any demographic variables including age, race, gender, employment status, marital status, or days of substance abuse. However, program participants were less likely to have misdemeanor and other convictions overall than non-program participants.

During Drug Court

- As expected, during the Drug Court program graduates functioned better than either late or early terminators with less drug use and fewer sanctions in Phase I and II of the program.
- Termination was significantly associated with felony convictions, misdemeanor convictions, and other convictions. Graduates were more likely to have violations during the Drug Court program (such as traffic violations).
- When time in treatment was examined for terminators, results indicated that time in treatment did not have an overwhelming impact on criminal justice involvement after exit from Drug Court program. Previous research suggests that outcomes were improved for terminators who stayed in the program for at least a year, however, those that dropped out before the year had substantially reduced outcomes. In the current study, only 21% of the terminators remained in the program for 1 year or more which may have diminished the time in treatment results.

12-Months After Drug Court

- Results indicated that in 12-months after exiting or being assessed for the Drug Court program, graduates were less likely to have: been in prison or jail, to have entered a new probation period, to have had felony, misdemeanor, and other convictions, to have had felony and misdemeanor charges, and to have used inpatient mental health services than the assessed group who did not enter Drug Court.
- Drug Court graduates were in prison and jail fewer days than the other two groups; had less days of probation supervision; had less felony, misdemeanor, and other convictions, and had less felony charges than the terminators or the assessed group in the 12-months after exiting the Drug Court program.
- Graduates had significantly more days to the first misdemeanor charge, but had significantly fewer days to the first felony charge than the other two groups.

- Graduates also made significantly more money than the other two groups during this time period.
- There were less positive results for terminators when compared to the assessed group. In fact, there was only one significant difference—termination status was significantly and positively associated with prison in the 12 months after exiting from the program. Terminators may have been more likely to have been in prison because of the sentence imposed for terminating from the Drug Court program.

After the 12-Month Period

- Graduates were significantly less likely to have been in prison, to have had other convictions, and to have had out-of-state charges after the 12-month period compared to the assessed group.
- Graduates had significantly fewer days in prison and jail, and had fewer other convictions than the other two groups.
- Graduates made significantly more money during this time period than the other two groups.

Interview Results

- The interview data results were consistent with the secondary data results in that graduates self-reported more stable behavior than terminators.
- More graduates were married at the time of the interview and were living in their own house or apartment compared to terminators.
- More graduates were either living with a spouse or alone than terminators, while more terminators reported living with other family members.
- Terminators were more likely to have moved in the past year and reported spending less time, on average, at their current residence than graduates.
- Graduates were more educated, were more likely to have had a valid drivers license, and to have had an automobile available for use than terminators.
- Graduates reported holding a job longer than terminators and to have worked more months in the past year than terminators. More graduates reported having a professional or managerial position than terminators. More graduates reported their job had other benefits besides health insurance than terminators. And, graduates reported having health insurance for significantly more months in the past year compared to terminators.
- As expected, graduates reported more months of abstinence than terminators. For terminators and graduates on the street for 3 or more months, more terminators reported crack use than graduates. More terminators reported smoking cigarettes.
- More terminators reported attending AA/NA in the past year and in the past 30 days than graduates. More terminators reported past year drug and alcohol treatment, and more days of outpatient treatment in the past 30 days than graduates. And, other than Drug Court treatment, terminators reported receiving more drug treatment in their lifetime than graduates.
- Drug Court graduates mentioned that Drug Court was a good experience and that it provided a second chance in life.

- Terminators were also generally positive about the experience and mentioned that Drug Court provided help and support. Terminators also, for the most part, recognized that the program only worked if an individual was willing to work.

Drug Court Costs

The Drug Abuse Treatment Cost Analysis Program (DATCAP) was used to collect costs. The DATCAP is a cost data collection instrument and interview which collects and organizes detailed information on the resources used in service delivery and their associated dollar costs.

- When accounting costs were estimated using the DATCAP, results indicate that the daily cost of Drug Court participants ranged from \$3.58 to \$9.93 per day across the three programs with an average cost of \$7.24 per day.
- The annual cost of Drug Court participants ranged from \$1,306 to \$3,625 across the three programs with an average cost of \$2,642. In addition, the average episodic cost per Drug Court client, considering both graduates and terminators across all three programs, was \$2,089.
- This is one of the first Drug Court program cost estimates to consider opportunity costs. Opportunity costs are costs that the program does not directly pay but are essential to the program. Examples of opportunity costs include Judge time, police time, probation time, and jailer time and jail space. These costs are all important components of the Drug Court programs in Kentucky and thus, must be considered in a comprehensive cost estimate of the program.
- When accounting and opportunity costs were considered, the daily cost of the Drug Court program rose to between \$4.12 and \$17.84 with the average daily accounting and opportunity cost at \$11.34. The episodic accounting and opportunity costs ranged from \$4,175 and \$1,575 with the average at \$3,178.
- Programs across the Nation report program accounting costs to range from \$14.53 to \$21.50 per graduate per day (Belenko, 1999; 2001). Other evaluations reported the total cost per Drug Court client was \$3,900 in Mendocino County, CA; \$4,352 in Douglas County, NE; and \$14,781 in Cumberland County, ME (Belenko, 1999; 2001).
- In addition to the fact that the cost of Drug Courts in Kentucky are comparable or lower than Drug Court programs in other states, the annual cost of a Drug Court graduate (\$2,642 accounting cost and \$4,140 accounting and opportunity cost) is much less than the annual cost of housing an individual in jail (\$9,600) or prison (\$14,691), and not much higher than the annual cost of supervising an individual on probation (\$1,237) in Kentucky.

Avoided Costs to Society

A cost analysis was conducted to determine approximate costs of specific crimes and criminal justice services. If published statistics were unavailable for specific cost estimates, key informants were contacted in their specific area of expertise to obtain estimates. The avoided costs to society analysis used Probit and Tobit procedures to estimate behavior that would have occurred without the Drug Court program for graduates and terminators.

Highlights from the results are:

- The avoided costs to society analysis results of this study found, for the most part, adverse and undesirable outcomes were reduced for graduates and that the most significant cost savings were due to reduced incarceration. Another significant impact was the increased annual earnings of graduates.
- Total avoided costs or “benefits” for graduates is estimated to be \$4,364,114 when earnings are considered, and \$2,584,562 without the earnings for a one year period.
- When the costs for Drug Court program graduates were factored in, \$782,745 for the total sample of graduates, for every dollar spent on a Drug Court graduates there was an avoided cost savings of \$3.30 to \$5.58 per graduate in a one year period when only accounting costs were considered, and a cost savings of \$2.11 to \$3.56 per graduate in a one year period when opportunity costs were included.
- Another way to frame the results is that there was a savings of \$16,132 per graduate when earnings were included, and a savings of \$8,116 in a one year period without the earnings per graduate using accounting costs. When the opportunity costs for Drug Court program graduates were used, \$1,226,013, there was a savings of \$14,136 per graduate when earnings were included, and a savings of \$6,120 per graduate without the earnings in a one year period.
- When both graduates and terminators were included there is an estimated savings of \$6,199 per client when earnings were included, and a savings of \$3,059 in a one year period without the earnings per client using accounting costs. When the opportunity costs for Drug Court program graduates and terminators combined were used, there was an estimated savings of \$4,826 per participant when earnings were included, and a savings of \$1,686 per participant without the earnings in a one year period. For every dollar spent on a Drug Court participants (graduates and terminators) there was an avoided cost savings of \$2.26 to \$3.56 per participant in a one year period when only accounting costs were considered, and a cost savings of \$1.44 to \$2.27 per participant in a one year period when opportunity costs were included.
- These cost savings are comparable to other estimated savings. For example, Finigan (1998; 1999) reported the estimated cost per Drug Court participant (graduates and terminators) was \$4,522 and estimated the costs and “avoided” costs to society using criminal justice information, arrest and conviction costs, victim costs, Medicaid claims, and public assistance. Results indicated that every dollar spent produced \$2.50 in avoided costs savings to taxpayers. Washington, DC found the net benefit (for estimated costs associated with new crimes) of the Drug Court program to be \$2,973 per client and Cumberland County, ME reported a net savings of \$5,557 for each client per year including both graduates and terminators in the analysis (Belenko, 1999; 2001).
- Results for terminators were less pronounced than for the graduates. However, for most outcome measures, there does seem to be gain. That is, reductions in undesirable behavior and increases in desirable behavior, except for time in prison and child support deficits.

Limitations

The following limitations were noted:

- There are threats to the validity of the findings when random assignment and intense measures of both the control and experimental groups are not collected.
- The follow up time of 12-months is not sufficient to adequately evaluate the program outcomes. Although longer term outcome examination was attempted there were several constraints including variable length of time and reduced sample sizes for each subsequent month after the 12-month period. If Drug Court program gains are longer lasting, as was suggested by the results of this study, the estimated cost-benefit measures based on a 12-month period seriously underestimates the total benefits of the Drug Court program.
- There were also limitations with regard to all of the data sets collected. There may have been errors and problems with the recording of the specific information from the respective agencies.
- A larger sample for face-to-face interviews with a sample from the assessed group may have provided additional valuable information about the Drug Court program.
- The estimated cost of the Drug Court programs may have underestimated some aspects of the program costs and over estimated others.
- There were many potential avoided costs to society that were not collected which may have substantially impacted the cost savings estimates.

Recommendations

There were two main recommendations from the study:

- Drug Court programs in Kentucky should implement and consistently use a more sophisticated client data tracking system preferably a computerized Management Information System (MIS).
- Drug Court programs may want to consider conducting more targeted assessments to ensure better graduation rates and outcomes. Along with more targeted assessment at intake, focusing intensive services and monitoring clients at high risk for dropping out is recommended.

Conclusion

This study found that the Drug Court program has a substantial and significant impact on reducing costly behavior and increasing productive activities for graduates.

Background and Introduction

Background

At the end of 1999, more than 1.9 million adults were incarcerated in either prison or jails, and over 4.4 million were on probation or parole in the U.S. (BJS, 2001). These rates increased dramatically over the past two decades. For example, from year-end 1990 to midyear 2000 the rate of incarceration increased from one in every 218 to one in every 142 American residents (Beck & Karberg, 2001). Along with the rise in rates of incarceration, there have been increases in substance use reported among inmates. For example, about 51% of state and federal prisoners reported drug use the month before their offense in 1997 compared to 41% in 1991. In addition, 43% of inmates reported using alcohol or drugs at the time of their offense in 1997 compared with 37% in 1991 (Mumola, 1999). Yet, very few inmates receive formal substance abuse treatment with only 12% of offenders reporting any treatment since their admission in 1997 (Mumola, 1999).

Drug Courts evolved in response to the overlap between drug/alcohol abuse and crime (Belenko, 1998; 1999). As of May 2001, 688 different jurisdictions had implemented a Drug Court program in the U.S., and 432 Drug Court programs were in the planning phase (American University, 2001). A Drug Court is a court-managed drug intervention and treatment program designed to provide a cost-effective alternative to traditional criminal case processing (Belenko, 1998). Drug Courts are treatment-oriented and target clients with major substance abuse problems. There are standards each Drug Court program is required to meet, but each Drug Court program is unique in meeting these standards and in delivering treatment.

Introduction

As of January 2001, there were ten established adult Drug Court programs and 20 adult Drug Court programs in the planning stages in Kentucky. The motto for the Kentucky Drug Courts is “A chance...a change.” The first Drug Court program was established in 1993 in Jefferson county and the second Drug Court program began in Fayette county 1996, which was the first Administrative Office of the Courts (AOC) Drug Court program in the state. The third program began in Warren county in 1997. These three sites are the basis for this Drug Court program outcome report.

The purpose of this report is to present the results of a comprehensive outcome evaluation of three Kentucky Drug Court programs. This data provides critical information regarding the outcome of Drug Court effectiveness and adds to the knowledge base related to Drug Court programs. Specifically, Belenko (1999; 2001) noted a number of problems with current Drug Court program outcome evaluation research, which this study addressed, including:

1. Follow-up times are too short and limit generalizability of long term effects.
This study addresses the limited follow-up time by using a 12-month post-program follow-up time period. Clients in the current study exited the program from all three sites in 1997 or 1998. A smaller sample of individuals from one site, who exited the Drug Court program in 1995 and 1996, are also included in the study. The study began in 1999 with the majority of the data collection ending in early 2000. Thus, a 12-month period after graduating, exiting, or being assessed for Drug Court is examined along with time after that 12-month period, which averages to an additional one year period for the 1997 and 1998 group and an additional three year period for the 1995 and 1996 group.
2. Most outcome evaluations use only official arrest records to assess outcome and do not include a comprehensive analysis or a full range of costs and benefits. In addition, many outcome evaluations do not examine in-program data such as recidivism and relapse while in treatment.
This study includes 15 different data sources for each individual in the sample in five main areas—in program, criminal justice, supplemental data, interviews, and costs/avoided costs. The data is used to estimate behavior change as well as to estimate costs and avoided costs to society.

- a. Program Data: Intake assessment information and In-program progress data.
 - b. Criminal Justice Data: Charges/arrests for 14 different classifications (e.g., property, drug trafficking, possession, violent, traffic, etc.) and type (misdemeanor, felony, violation); Convictions by classification and type; National Crime Information Center (NCIC) by classification and type (after Drug Court); Probation supervision; Jail supervision; Prison supervision; and Parole supervision.
 - c. Supplemental Data: Emergency Protective Orders and Domestic Violence Order petitions; Mental Health Service Utilization; Traffic Accidents; Child Support collections; and Department of Employment Services (DES) employment data on quarterly earnings.
 - d. Costs: The DATCAP (Drug Abuse Treatment Cost Analysis Program) is a structured instrument used to estimate the economic cost of treatment services. This instrument assesses both tangible/actual expenditures and opportunity costs (costs that are donated to the program (e.g., police time), but without which the program could not function).
 - e. Avoided Costs to society: A comprehensive avoided costs to society benefit of the Drug Court program are estimated based on all of the information collected.
3. In most outcome evaluations, there are problems with the selection of an appropriate comparison group, not including outcomes for all Drug Court clients, and small sample sizes.
- There are 745 individuals in this study from three sites and from three groups—graduates, terminators, and a quasi control group of individuals assessed who did not enter Drug Court.
4. Few evaluations contain post-program data on health, employment, or other measures that might be obtained through a random sample of Drug Court graduates.
- A random sample of 136 graduated and terminated program participants from three sites were interviewed. The interviews included a broad spectrum of life functioning areas including: demographic information, medical history, employment/support status, drug and alcohol use history, sexual history, legal status, family/social relationships, and psychiatric status.

The purpose of this Drug Court program evaluation is to present: (1) A brief overview of three established Kentucky Drug Court programs targeted for the outcome evaluation; (2) Follow- up comparisons of criminal justice involvement and social adjustment indicators for Drug Court graduates, program terminators, and a quasi control group; (3) Follow-up social adjustment differences by randomly selecting graduates and terminators for interviews; and (4) An examination of Drug Court costs and benefits in terms of avoided costs.

Program Descriptions

Three Kentucky Drug Court programs were selected for this outcome evaluation: Fayette Drug Court program, Jefferson County Drug Court program, and Warren Drug Court program. These programs were selected because they are the most established programs in Kentucky and have graduates with sufficient after program follow up time. The following is a brief description of each program. A comprehensive process evaluation for each program is available through the Drug Court Clearinghouse at American University or by contacting the Kentucky Administrative Office of the Courts.

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

Table 1. Key Components

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

Each of the three Drug Court programs selected for this evaluation have some similar characteristics, such as their basic components and structure of the Drug Court program. However, the programs are unique in how they adapted to the area that they serve and are defined by geographical, political, and institutional differences. These similarities as well as differences are highlighted in the program descriptions. Process evaluations were conducted at earlier dates and it should be noted that there may have been changes in recent years. Thus, program information presented may not reflect current program operation.

Fayette Drug Court Program

Data for the Fayette Drug Court program process evaluation included an interview with administrative personnel of the Drug Court program, interviews with each of five judges involved in the Fayette Drug Court program, surveys and face-to-face interviews with 22 randomly selected active clients and, surveys of: all Fayette Drug Court staff (n=7); 19 community treatment providers; 6 randomly selected defense attorneys; 4 prosecuting attorneys; 1 representative from the Probation & Parole office; 1 representative from the Fayette County Jail; and 2 police department representatives. In all, 69 different individuals representing 10 different agency perspectives provided information about the Fayette Drug Court program for the process evaluation. The data for this process evaluation were collected from July 1, 1996 to June 30, 1998 (See Logan, Williams, Leukefeld & Minton, 2000; Logan, Leukefeld, & Williams, 1999 for more detailed information about the Fayette Drug Court program).

Drug Court Program Overview. The Fayette Drug Court program was established on July 1, 1996, and the first client entered the program in August 1996. This Drug Court program was the first Administrative Office of the Court program in the State and is aligned with more than 200 Drug Courts across the United States. The Fayette Drug Court program is a model Drug Court for the State of Kentucky and was one of eight Drug Courts in the nation that is deemed a National Community-Oriented Policing Services (COPS) Mentor Drug Court site.

The Fayette Drug Court program serves a community of approximately 250,000 with a population density of 793.5 individuals per square mile. Ten percent of this community live without transportation, 6.3% live without telephones, and 9.8% work outside of the county. The poverty rate is 15.8%. From January 1997 through September 1997 the unemployment rate was 2.4%. About 81% of the population 18 and older has a high school degree or more, and only 7.1% of the population 18 and older have less than a 9th grade education. About 12% of births are to mothers less than 20 years old and 8.2% of households with children are headed by a single parent (Zimmerman & Samson, 1998). Fayette County is classified as an urban area with a Beale code of 2 (counties in metropolitan areas of 250,000 to 1 million residents).

In the program model developed for the Fayette Drug Court program, defendants are accepted into the program through diversion recommendations made by the County Attorney and the Commonwealth's Attorney, or by probation referrals made by the sentencing judge. If an individual is in the diversion track and successfully completes the Drug Court program, the Drug Court judge sets the client's guilty plea aside and their charge may be expunged from their record. When individuals in the probation track successfully complete the program, the Drug Court judge may conditionally discharge the remainder of their probationary time.

The Fayette Drug Court is a combination of a post-plea diversion and a post-conviction probation program. It takes approximately two weeks from the time the client has been determined to be eligible for the Drug Court program to officially enter. During that two week period, the client is assessed, drug tested, and referred by the judge for entrance into the program. Potential clients are usually entered into the Drug Court program on a first come, first served basis. Thus, clients begin the program individually whenever the next space becomes available. The three program phases take between 12 to 24 months to complete.

Once a client is referred to the program they are assessed for eligibility. In order to enter the program through either the probation or diversion track, a client must: (1) Have a self-admitted drug problem; (2) Meet criteria for drug abuse from the Addiction Severity Index (ASI); (3) Have drug use or drug and alcohol use problems—alcohol abuse alone does not meet the criteria for Drug Court program eligibility; (4) Consent to a urine drug test; (5) Have a non-violent criminal history; and (6) Sign an agreement of participation.

Program Goals. The Fayette Drug Court program has six overall goals: promote abstinence; decrease recidivism; increase community safety; increase life skills; increase community awareness; and expand and maintain resource base. The following represents indicators of progress for each of the goals, except community safety. Community safety is a long-term goal of the program and has not yet been examined. However, it should be noted that linkages with the police and the supervision of participants contribute to community safety while clients are in the program.

Promote Abstinence—A total of 7 drug free babies have been born to Drug Court clients since the program inception. In the final three quarters of FY 1998: 6,228 urine screens were performed and only .06% were positive; 1,481 individual sessions, 372 group sessions, 54 family sessions, and 27 closed NA sessions (Drug Court clients only) were held; 148 Drug Court sessions were held; and, 2,188 participant appearances were made at the Drug Court sessions.

Decrease Recidivism—As of June 30, 1998 a total of 40 participants had graduated and no graduates had been re-arrested on felony charges. Also, in the final three quarters of the second year: only 21 participants were arrested for committing new offenses; 101 participants were promoted from Phase I to Phase II; 54 participants were promoted from Phase II to Phase III; and 34 participants graduated from the program.

Increase Life Skills—In the final three quarters of FY 1998: there were 74 vocational rehabilitation assessments conducted; 30 new GED referrals were made; 14 participants continued to attend either adult education classes or high school; 7 participants were enrolled in or attending vocational/technical school; 12 participants were enrolled in or attending college classes; and 3 participants received a GED. In addition, during the first quarter of the second year, 87 participants obtained or maintained employment; 89 participants obtained or maintained employment during the second quarter of the second year; and, during the third quarter of the second year, 80 participants obtained or maintained employment. Several participants maintained their visitation rights with their children in the Cabinet's custody and 1 participant regained the right to have overnight child visitation.

Community Awareness— As of June 30, 1998 nine articles in the local newspaper on the Fayette Drug Court were. In addition, in the final quarterly report for the second year, one or more Fayette Drug Court staff attended: a Teen Court Summit; a meeting with Probation and Parole to discuss and promote the Drug Court concept; a planning meeting sponsored by Champions for a Drug Free Kentucky; a Leveraging and Coordination Task Force Meeting, which is part of the Kentucky Initiative Project for Youth Prevention; a National Association of Drug Court Professionals (NADCP) training conference; the Substance Abuse Epidemiology Meeting; a meeting with U.S. Congressman Hal Rogers to promote Drug Courts; a State Pretrial Services conference to represent the Fayette Drug Court program; and, facilitated a training workshop of Drug Court coordinators throughout the country.

Expanding and Maintaining Resource Base—Services used in the final three quarters of the second year included: the Department for Vocational Rehabilitation; the Fayette County Health Department (AIDS Education/Prevention); Narcotics Anonymous/Alcoholics Anonymous; Ameri-Corp; the Mayor's Training Center; the Lions Club; Consumer Counseling Credit Service; the Fayette County Adult Education Program; Operation Read; God's Pantry; the Carnegie Center for Adult Education; Black and Williams Center for Adult Education; Comprehensive Care's Drug and Alcohol Program; OWL job training program; Micro-City Governments Adult Services; Fayette County Detention Center Community Alternative Program; Dismas Charities; Salvation Army Way House; the HOPE Center; the Schwartz Center; BETA Treatment program; VOLTA Treatment program; Chrysalis House Residential Program for Women; the Shepherd's House for Men; Detox Center; Independence House Treatment Program; and, the Cabinet for Families and Children.

Assessment of Needs. Potential clients must undergo an assessment to establish drug dependency and a history of drug use. The Fayette Drug Court treatment coordinator administers the Addiction Severity Index (ASI). The ASI (NIDA, 1995) is a multidimensional instrument used to diagnose, evaluate, and assess change in a client's drug abuse patterns. It identifies personal and family background, current status and problems in six domains including medical status, employment/support status, drug/alcohol use, legal status, family/social relationships, and psychiatric status. The ASI is a computerized assessment tool based upon the concept that successful treatment of drug offenders must address problems which may have contributed to their drug dependency. The ASI takes approximately forty-five minutes to administer. For most Fayette Drug Court clients, the ASI data is collected during the initial assessment, which most often takes place while the client is in jail (75-80% of cases). The ASI is also used to develop the client Individual Program Plan (IPP).

Orientation. When a client first enters the Fayette Drug Court program he or she is required to attend seven weeks of orientation education. One session in this orientation is conducted on an individualized basis. The remaining orientation sessions are conducted in groups. There is also a seven-day detoxification/orientation period when the client enters the Fayette program. In addition, the Drug Court judge may reiterate program requirements with clients during initial Drug Court appearances.

Individual Program Plans (IPP). Another initial step at Drug Court entry is to develop Individualized Program Plans (IPP). The plans outline specific responsibilities and goals with timetables. The plans may include group, family, and individual counseling; frequent and random drug testing; educational and vocational training; and health and community activities. Clients have input into the IPPs in Phases I and II. In Phase III, clients have the most input into their IPP. The information that Drug Court staff use to develop the IPP and the treatment plan include the: ASI; PSI (Pre-sentence investigation); education level; employment history; medical history and health; self-report of goals and problems; legal charges; and restitution.

IPPs are reviewed and modified when the client moves to a different phase and/or if there is a crisis. Individual plans can change during each Phase to reflect more responsibility in the community as well as in the program. Phase I, for example, focuses on health, housing, employment, education, and group requirements depending on the client needs. Phase II incorporates any financial obligations.

Phases. There are three different phases in the Fayette Drug Court program. The three phases take an average of 12 to 24 months to complete. Phase I can be completed in 4-8 weeks, with most clients completing Phase I in 6 weeks. During this phase clients are required to provide a minimum of three random drug screens per week; to attend four NA/AA meetings per week; to attend all group, family, and/or individual counseling sessions assigned (approximately 5-6 meetings per week); to comply with any necessary medical referrals; to attend one Drug Court session per week; to begin arrangements for payment of Court obligations; to maintain Court-approved stable housing; to maintain Court-approved employment, training, and/or education referrals; and to write seven daily journal assignments each week which are submitted to the judge.

Phase II can be completed in 8-12 months with the average client completing in about 8-10 months. The minimum time for Phase II was increased in 1998 from 6 months to 8

months. Phase II requirements include providing a minimum of two random drug screens per week; attending two to three NA/AA meetings per week; attending all group, family, and/or individual counseling sessions assigned (approximately 3-4 meetings per week); attending one Drug Court session every other week; developing a payment plan to satisfy any restitution, including court costs; maintaining Court-approved stable housing; maintaining Court-approved employment, training, and/or education referrals; writing daily journal assignments which are submitted to the judge; reading a book and turning in a report to the judge; maintaining daily physical activity which is reported to the judge; doing at least one good deed to be reported to the judge; and obtaining/maintaining an approved NA sponsor and maintaining regular contact.

Phase III can be completed in 3-5 months, with the average client completing in 4 months. Requirements for the last phase include providing at least one random drug screen per week; attending one NA/AA meeting per week; maintaining a full-time NA sponsor and having regular contact; attending all group, family, and/or individual counseling sessions assigned (2-3 total meetings per week); writing daily journal assignments which are submitted to the judge; reading a book and turning in a report to the judge; maintaining daily physical activity which is reported to the judge; doing at least one good deed to be reported to the judge; attending one Drug Court session per month; paying a substantial amount of restitution (including court costs); maintaining Court-approved stable housing; maintaining Court-approved employment, training, and/or education referrals; and mentoring a new Drug Court client.

Drug Court Sessions. The Drug Court program is a single jurisdiction and participants are seen on a Drug Court docket/calendar. Approximately 20 clients appear at each Court session. Sessions are held weekly and each client is assigned to a specific Drug Court judge. Clients stay with that assignment throughout the program. Drug Court staff provide case notes about each client at each court session. The Drug Court judge reviews the participant files and participants are held accountable for successes or failures. Typically, staff and judges meet before each session to discuss any issues and successes with clients. In general, Drug Court sessions last for one hour and participants are required to stay the whole hour. Each client goes before the judge in the following order: new participants are first, those appearing for progress reports are second, and those in custody for an act of non-compliance are last. There can be exceptions, depending upon individual circumstances.

Throughout the program, clients appear in court regularly. Although the judge reviews written reports from Drug Court staff, clients report directly to the Drug Court judge in court, explaining successes and failures. It is during the Drug Court sessions that the Drug Court judge rewards success and sanctions clients for noncompliance.

Payments. Fayette Drug Court participants with court related financial obligations (e.g., child support, restitution, crime victims' fund, legal aid fees) are required to make court-approved payments on a regular schedule and provide staff with documentation of the payments. Failure to make timely payments can result in delaying phase advancement or completion of the program.

Program Rules. Participants also have specific rules they are required to follow while participating in the Fayette Drug Court program. Clients must wear appropriate clothing. They must attend all meetings and court sessions, they cannot carry cell phones or beepers to meetings, and they are expected to behave appropriately during meetings and in court. Clients

also may not possess drugs or weapons, and the use of prescription medications must be approved of and monitored by a physician. Clients must notify staff of any arrest or court obligations. Program staff are required to comply with state regulations regarding the reporting of cases of abuse or neglect of minors or adults. Finally, family and friends may not loiter on the premises of Drug Court.

Employment, Education, and Housing. In the Fayette Drug Court program, clients are required to obtain and maintain full-time employment throughout the program. Exceptions are full-time students, or those who have been determined by a physician to be physically or mentally incapable of full-time employment. During the initial seven-day detoxification/orientation period, participants are given passes from the detention center in order to obtain or verify existing employment. If a participant has no job leads, Drug Court staff may provide assistance. Every Drug Court participant is eligible for Vocational Rehabilitation services, which can include job training workshops and fairs, job placement, and financial assistance to attend a college or a vocational-technical school. Vocational Rehabilitation also provides bus passes to participants who have no transportation available and gas vouchers for participants with cars. Case specialists conduct regular employment verifications through contact with the client's employer by phone or site visits.

Fayette clients with less than a high school degree or GED and those who are unemployed or underemployed are expected to work on developing their educational skills. The Drug Court staff often help by: assessing current skills; aptitude and interest testing; development of a personal action plan; life skills seminars; adult education referrals; job and interview counseling; and job search skills. A representative from the Office of Vocational Rehabilitation is also available to program participants.

In the Fayette program, clients are required to reside in or find court-approved housing. Often clients have been living with other substance abusers. This environment can hinder sobriety efforts and it is often particularly difficult for Drug Court clients to remain in their previous using context. Drug Court clients are encouraged to reduce contact with old friends, places, and habits. This may include a change in relationships and home environment. An assessment of how critical it may be for the client to leave their current housing arrangement is incorporated into the Individual Program Plan. Case specialists conduct housing verification in a similar manner to the employment verification. They either contact the landlord/landlady by phone or site visits.

Treatment. The major focus of the Drug Court program is treating individuals with substance abuse problems. Clients undergo an intensive one to two years of treatment groups and individual sessions with a case specialist. The emphasis on treatment is highlighted by the number and scope of the treatment groups which clients are required to attend and the emphasis on treatment provided by the participant's case specialist in the individual treatment sessions. A unique aspect of the Fayette Drug Court program is that a substantial amount of treatment programming is done by the Drug Court staff. This is cost efficient, allowing the program to serve more clients. This also allows the program to provide treatment specific to their client population.

The Fayette Drug Court provides all treatment groups and case management services on-site, with the exceptions of Alcoholics Anonymous (AA) and Narcotics Anonymous (NA) meetings. There are a total of nine educational/treatment groups, which include: basic chemical dependency education, parenting, relapse prevention, life skills, 12-step study, and one monthly meditation group. Participants are also required to attend a two-part HIV/AIDS Education group in Phase I. In the event that a participant relapses, he/she is required to attend a four-week Relapse Prevention group in addition to the other required groups. A basic support group is also added to the curriculum in Phase II which includes discussions of the participants' living problems, identifying relapse symptoms, development of a relapse plan, relaxation/meditation techniques, anger management, and development of cognitive skills, e.g., dealing with feelings, depression, grief, and resistance along with other issues brought to the group by participants. Phase III includes a continuation of the support groups, more advanced Living Skills groups, and groups or individual sessions designed to assist the participant in identifying errors in thinking in order to adjust to life without the support and supervision of Drug Court. Also, a relaxation/mediation group was implemented in 1998.

If more in-depth substance abuse treatment is needed, participants are referred to therapy providers outside of the Drug Court staff. In Phase III participants are required to mentor a new Drug Court participant or work with a group. Prior to graduation, each client is asked to complete an extensive relapse prevention plan and identify progress made and potential danger areas. An exit interview is scheduled with the case specialist and treatment coordinator to discuss the plan and make any changes or additions.

Other Program Components. In addition to each of the treatment components, the following components of the Fayette Drug Court program make the program unique: community service, book reports, mentoring, calendars, good deeds, and physical exercise.

Community service is used in two main ways in the Drug Court program. If someone is not employed, they are required to do community service for 20 hours per week. Community service hours are also used as a part of the sanctioning process. The role of the *book reports* in the Drug Court program is to increase literacy, to ensure constructive use of the clients' time, to increase writing skills, to help in developing responsibility, and to increase client knowledge in the area of recovery, chemical dependency, and relaxation. *Mentoring* is required for graduation and for three months after graduation.

Clients are required to complete the assignments written on a *calendar* each week over the duration of the program. Calendar requirements change with each phase. Calendars for Phase I require clients to reflect on their previous lifestyles, addiction history, goals for the future and basic substance abuse education and then write a *journal* entry on these subjects. Completion of other assignments from the calendars is also required. During Phases II and III clients are required to alternate their journal entries between current events, personal affirmations, and their progress or difficulties in the program. Calendar assignments are turned in to the Judge during each Drug Court session. Journal assignments are used to help clients develop and utilize introspective thinking, to help them to remember where they have been, to increase awareness of current events, and to reinforce positive affirmations. The calendars also list work, individual and group sessions, court sessions, and AA/NA schedules. Clients are required to do a certain number of *good deeds* per week in order to show that they are concerned about others. Daily *physical exercise* is also required in Phase II and III to assist the participants in incorporating a healthy lifestyle into their recovery program.

Client Monitoring. Clients are monitored by the Drug Court judge and by their Drug Court case specialist. In addition, when clients are in a residential treatment program, they are monitored by treatment staff; and, when clients are on work release they are also monitored by adult probation. If a client enters the Drug Court program through the probation track, the Probation Department transfers their supervision to the Drug Court. A Drug Court liaison is assigned by the Police Department to assist with site visits, service of warrants, and any police-related problems and/or questions.

Urine Drug Testing. One of the most important ways clients are monitored in the Fayette Drug Court program is with drug testing. Random drug testing is done frequently. Clients are required to call an answering machine to find out if their Phase was selected for drug screening that particular day. Drug screens are conducted on a random basis—at least 3 times per week in Phase I; 2 times per week in Phase II; and 1 time per week in Phase III.

Sanctions and Rewards. There is an overall system of graduated sanctions and rewards in the Fayette Drug Court program. However, sanctions are applied on a case-by-case basis. Dirty urines, failure to participate, failure to appear, failure to pay fees, missing randomly scheduled urine drops, and not meeting program expectations (e.g., not working, not attending groups, or not attending AA/NA meetings) prompt sanctions. Sanctions include but are not limited to, inpatient drug treatment, more treatment sessions, more AA/NA meetings, extra homework assignments and readings, community service, home incarceration, jail, demotion to the previous phase, and termination from the program. While clients are in jail, they are allowed to continue to attend treatment groups and to work.

Clean urines, as well as meeting all other program requirements, are rewarded with Phase promotion. Also, full program participation such as good reports, payment of fees, attaining educational goals, and consistent employment are rewarded. Rewards or incentives include applause and recognition of progress by the judge, Drug Court staff, and other Drug Court clients. Certificates, plaques, YMCA passes, t-shirts, and medallions are all used to reward clients during their program participation.

Graduation. The average time spent in the Fayette Drug Court program before graduation is between one and two years (typically 18 months). Clients must successfully complete all three Phases of the program, must maintain a good attendance record at all

treatment and court sessions, maintain court approved housing and employment, agree to mentoring, and have made a substantial amount of fee payment in order to graduate from the program. Clients must also have had negative urine drug tests for at least six months immediately prior to graduation. Graduations occur quarterly each year.

Program Termination. Participants can be removed from the Fayette Drug Court program for noncompliance with rules and procedures, arrest and/or conviction on new charges (this is done on a case by case basis), failure to appear as scheduled for court, jail or treatment, absconding from the program, or deciding to discontinue program participation. When a participant is removed from the program, criminal proceedings are reinstated.

Drug Court Clients. As Table 2 indicates, 59 individuals entered the Fayette Drug Court program in calendar year 1996, 106 individuals entered in 1997, 107 entered in 1998, and 61 entered in 1999. Of candidates accepted in 1998 and 1999, 3% were still actively participating in the program at the time of this report. Over all of the candidates accepted into the program, about 22% were accepted through the diversion track. In Fiscal Year 2000, however, only 4% were accepted into the program through the diversion track.

Overall there is a 39% graduation rate and a 58% termination rate; however, this rate has fluctuated annually. In addition, more males entered the program than females (Table 3) and more African Americans entered the program than Whites (Table 4). On average, graduates were older than terminators in the first few years of the program, but in the latter two years there were smaller age differences between graduates and terminators (Table 5). The Fayette Drug Court program has had a total of 143 graduates through November 2000 for clients who entered the program from 1996 through 1999.

The biggest differences according to staff, judges, and analysis of ASI data between clients who graduate and clients who terminate from the Drug Court program included: age, sentence length, whether they had served any substantial amount of time in prison/jail previously, admission that they have an addiction problem, family support of addiction recovery, level of commitment, and intellectual and social functioning.

Drug Court Staff and Judges. The Fayette Drug Court program has 8 staff. The average number of clients for each full-time staff is approximately 30 and for part-time staff is 25. In Phase I, staff spend about 3 hours per week with each client; in Phase II staff spend about 2 hours per week with each client; and in Phase III staff spend about 30-60 minutes with clients per week. Also, staff are shared among other Kentucky Drug Courts as needed. In addition, five educational/treatment group sessions are subcontracted through the Bluegrass Comprehensive Care Center. In 1997 and 1998, five judges were involved in the Fayette Drug Court program, whose experience on the bench ranges from 1.5 years to 30 years.

Program Activity. As Table 6 indicates, in Fiscal Year 1999 an average of 10 candidates were accepted into the program per month. At any given time, the program had about 94 active clients on average per month. Each month there was an average of 6 terminators and 3 graduates in Fiscal Year 1999. During Fiscal Year 2000, as Table 7 indicates, there were slightly fewer candidates accepted in the program each month (M=6) and, thus, fewer active participants on a monthly basis (M=81). There were about 5 terminations and 3 graduates per month on average during this fiscal year.

In Fiscal Years 1999 and 2000, there were between 668 and 726 drug screens conducted per month, with approximately 17% of active clients each month, on average, that had a positive urine screen. Also, there were about 18 court sessions per month and staff conducted an average of 212 to 232 individual sessions, 40 to 43 group sessions, 12 to 22 family sessions, 121 to 169 employment verifications, 92 to 149 housing verifications, and collected approximately \$2,300 to \$2,700 in payment obligations each month during those two Fiscal Years. Each month, there were between 32 and 35 sanctions spanning a variety of types of sanctions including community service, incarceration, and phase demotion. There were also four new arrests during Fiscal Year 1999 and two new arrests in Fiscal Year 2000.

On average, case specialists had 18 clients on their caseload during a month in Fiscal Year 1999 and 28 clients in Fiscal Year 2000.

Summary of Respondent Perceptions of the Fayette Drug Court Program. Drug Court survey respondents (clients, judges, staff, defense attorneys, probation, jail, police, prosecutor, and treatment representatives) indicated they believed some of the most important differences identified between previous treatment and the Fayette Drug Court program in facilitating successful program completion for clients were: (1) The alternative sanction they were facing if they did not complete the Drug Court program; (2) Sanctions they faced if they did not follow the rules; and (3) The judges' supervision.

Each participant was asked about the strengths of the program and the things that they believed needed to change. The following were the most commonly mentioned strengths: (1) Urine screens; (2) Treatment; (3) Support and sense of commitment; (4) The sense of self-worth clients gain; (5) Sanctions and strict adherence to the rules and serious consequences for breaking the rules; (6) The employment requirement; (7) Staff dedication and staff level of genuine concern for clients; (8) Role of the judge/judicial supervision; (9) Program intensity and comprehensiveness; (10) Level of required responsibility for clients; and (11) Intensive case management.

The following refer to the most commonly mentioned things respondents indicated could be changed about the Drug Court program: (1) Wider referral system and network with other community agencies; (2) A better computerized record keeping system; (3) A stronger aftercare component; (4) More family sessions and involvement; (5) More field work by case specialists; (6) Better communication between agencies; (7) Offering alternative times for court sessions; (8) More information about Drug Court given to agencies and more information communicated to clients about community treatment programs; (9) More space is needed for the program; and, (10) Extended program capacity to include more clients and to include juveniles.

Summary. The Fayette Drug Court program was established in 1996. This program is based on the *Key Components* and has three program phases which take an average client approximately 18 months to complete. The majority of treatment is done in-house, which makes quality assurance easier to monitor. The most compelling aspect of the Drug Court program is the immediate sanctions that clients are given when program rules are violated. This aspect serves both to motivate as well as to provide consequences for behavior. Another compelling aspect of the Drug Court program is the judicial involvement, which is particularly important for several reasons. One reason is that it shows the clients that someone cares about

them on a regular basis. A second reason is that the judge separates the punishment process from the support that the Drug Court staff give clients. A third reason is that the relationship the client develops with the judge can become a motivating force on its own. Clients seem to care about whether the judge is proud of them or disappointed in them. The final and most compelling aspect of the Drug Court program is the support network that is developed for clients, not only from the staff, but from other clients as well. Clients become accountable to the judge and the group as a whole; successes are shared and celebrated along with failures, which can also serve to facilitate learning.

Although the Fayette Drug Court program was relatively new in 1998, it is a highly regarded program both nationally and locally. The program is recognized on both levels and is a functioning model program. The program has been implemented successfully, fits well into the local community, has served many eligible persons in the community, and has successfully met the goals of the program. The program also follows the principles from the *Key Components* closely on both a daily basis as well as in future planning. The feedback from each of the agencies and perspectives surveyed were overwhelmingly positive. The Fayette Drug Court program seems to be functioning by its motto “A chance...A change” and truly provides an opportunity to better individuals’ lives as well as the community in which the program is grounded.

Table 2. Type of Client by Entry Year for Fayette Drug Court Program*

ENTRY YEAR	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1996	30 (51%)	29 (49%)	0	59
1997	59 (56%)	47 (44%)	0	106
1998	72 (67%)	32 (30%)	3 (3%)	107
1999	33 (54%)	22 (36%)	6 (10%)	61
Total	194 (58%)	130 (39%)	9 (3%)	333

*Percentages on this table are to be read horizontally

Table 3. Client Type by Gender and Entrance Year for Fayette Drug Court Program*

ENTRY YEAR	GENDER	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1996	Male	23 (77%)	16 (55%)		39 (66%)
	Female	7 (23%)	13 (45%)		20 (34%)
	--Total	30	29	0	59
1997	Male	40 (68%)	38 (81 %)		78 (74%)
	Female	19 (32%)	9 (19 %)		28 (26%)
	--Total	59	47	0	106
1998	Male	50 (69%)	22 (69%)	3 (100%)	75 (70%)
	Female	22 (31%)	10 (31%)	0	32 (30%)
	--Total	72	32	3	107
1999	Male	26 (79%)	15 (68%)	4 (67%)	45 (74%)
	Female	7 (21%)	7 (32%)	2 (33%)	16 (26%)
	--Total	33	22	6	61
Total	Male	139 (72%)	91 (70%)	7 (78%)	237 (71%)
	Female	55 (28%)	39 (30%)	2 (22%)	96 (29%)
	--Total	194	130	9	333

*Percentages on this table are to be read vertically

Table 4. Client Type by Race and Entrance Year for Fayette Drug Court Program*

ENTRY YEAR	RACE	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1996	A.A.	22 (73%)	22 (76%)		44 (75%)
	White	7 (23%)	7 (24%)		14 (24%)
	--Total	30	29	0	59
1997	A.A.	42 (71%)	30 (64%)		72 (68%)
	White	16 (27%)	17 (36%)		33 (31%)
	--Total	59	47	0	106
1998	A.A.	44 (61%)	16 (50%)	2 (67%)	62 (58%)
	White	27 (37%)	16 (50%)	1 (33%)	44 (41%)
	--Total	72	32	3	107
1999	A.A.	19 (58%)	12 (55%)	4 (67%)	35 (57%)
	White	14 (42%)	10 (45%)	2 (33%)	26 (43%)
	--Total	33	22	6	61
Total	A.A.	127 (65%)	80 (62%)	6 (67%)	213 (64%)
	White	64 (33%)	50 (38%)	3 (33%)	117 (35%)
	--Total	194	130	9	333

*Numbers on this table are to be read vertically

Table 5. Client Type Average Intake Age by Entry Year for Fayette Drug Court Program

ENTRY YEAR	TERMINATOR	GRADUATE	ACTIVE	AVERAGE
1996	30	35		32
1997	30	34		31
1998	29	31	29	29
1999	29	32	33	33
Average	29	33	32	31

Table 6. Selected Program Activity Indicators for the Fayette Drug Court Program FY99

ACTIVITY	AVERAGE	MEDIAN	SUM
Candidates accepted	10	10	120
Active participants	94	93	
Terminations	6	5	68
Graduates	3	.5	38
Court sessions	18	17	212
Drug screens	726	734	8717
Individuals w/ positive urine screens	16	17	191
Individual sessions	212	211	2549
Group sessions	40	40	480
Family sessions	12	12	141
Employment verification	121	117	1454
Housing verifications	92	93	1106
Payment obligations	\$2,738	\$2,746	\$32,856
Sanctions	35	37	423
Community service sanction	7	7	88
24 hour incarceration	.5	1	6
Weekend incarceration	3	3	37
Two week incarceration	13	14	156
Other incarceration	5	5	57
Phase demotion	5	6	65
New arrests	4	4	44
Client to counselor caseload	18		

Table 7. Selected Program Activity Indicators for the Fayette Drug Court Program FY 00

ACTIVITY	AVERAGE MONTHLY	MEDIAN	SUM ANNUAL
Candidates accepted	6	6	77
Active participants	81	82	
Terminations	5	4	56
Graduates	3	0	32
Court sessions	17	17	202
Drug screens	668	677	8015
Individuals w/ positive urine screens	13	13	151
Individual sessions	232	238	2787
Group sessions	43	44	521
Family sessions	22	25	264
Employment verification	169	172	2033
Housing verifications	149	152	1784
Payment obligations	\$2,321	\$2,232	\$27,852
Sanctions	32	32	385
Community service sanction	6	5	72
24 hour incarceration	0	0	1
Weekend incarceration	3	3	36
Two week incarceration	9	10	104
Other incarceration	6	5	76
Phase demotion	4	5	52
New arrests	2	2	22
Client to counselor caseload	28		

Jefferson County Drug Court Program

The Jefferson County Adult Drug Court program process evaluation included an interview with the program administrator and an interview with Judge Weber, the Drug Court judge. Surveys of Drug Court clients, Drug Court staff, defense council, prosecutors, probation and parole representatives, jail personnel, police department representatives, and treatment program representatives were also conducted. In all, 51 different individuals representing 10 agency perspectives provided information about the Jefferson County Adult Drug Court Program. The data for this report is for the period from July 28, 1993 to December 1999. (See Logan, Williams, & Leukefeld, 2000 for more detailed information about the Jefferson County Drug Court program).

Drug Court Program Overview. The Jefferson County Adult Drug Court program began in July, 1993 as an alternative to traditional incarceration of drug offenders. The Jefferson County Drug Court program was the first Drug Court in the state of Kentucky and was modeled after the Miami/Dade County Drug Court program, the first Drug Court program in the nation. The Jefferson County Drug Court program has two primary program goals: to reduce recidivism and to reduce drug use among clients.

The Jefferson County Drug Court program serves a community of approximately 673,040 people with a population density of 1,727.1 individuals per square mile. Thirteen percent of this community live without transportation, 4.9% live without telephones, and 6.7% work outside of the county. The poverty rate is 16.7%, from January 1997 through September 1997 the unemployment rate was 4.5%. About 74.5% of the population 18 and older has a high school degree or more, and only 8.7% of the population 18 and older have less than a 9th grade education. About 16% of births are to mothers less than 20 years old and 9.2% of households with children are headed by a single parent (Zimmerman & Samson, 1998). Jefferson County is classified as an urban area with a Beale code of 2 (Counties in metropolitan areas of 250,000 to 1 million residents).

In the Jefferson County Drug Court program, defendants are accepted into the program either through diversion or probation tracks. If an individual is on the diversion track and successfully completes the Drug Court program, the Drug Court judge will set the client's guilty plea aside and their charge may be expunged from their record. When individuals on the probation track successfully complete the program, the Drug Court judge may conditionally discharge the remainder of their probationary time.

Clients spend an average of 18 months in the program, with some clients completing the program in 12 months and others remaining in the program for several years. Drug Court clients go through three phases in order to graduate from the Drug Court program. The first phase lasts a minimum of 12 days. Phase II lasts a minimum of 108 days, and Phase III lasts a minimum of 8 months.

Program Goals. The Jefferson County Drug Court program had two primary program goals during the program years studied (1993 to 1999): to reduce felony recidivism and to

reduce drug use among clients. An outcome evaluation of the Jefferson County Drug Court program was completed in 1998 and focused on recidivism as the primary outcome measure. This report demonstrated that only 13.2% of Drug Court program graduates had been reconvicted of another felony over a one-year maximum follow-up period. The program administrator also informally reviews Drug Court statistics. However, no formal review of recidivism rates is done on a regular basis. The second goal of the Jefferson County Drug Court program is to reduce drug use among clients. Although this goal is much more difficult to measure than the first, the Jefferson County program administrator relies on the graduation rates of the clients to determine whether the second goal is being attained. Other major goals of the Jefferson County Drug Court program include increasing the safety of the community and improving the quality of clients' lives.

Assessment of Needs. Client needs are assessed during their first week in the Jefferson County Drug Court program. The program uses a Psycho-Social assessment with all its clients. Drug Court counselors use this assessment, in conjunction with a drug and alcohol history screening that is completed before entrance in order to determine client eligibility, to determine the risks and needs of each client.

Orientation. During the first week after a client enters the Jefferson County Drug Court program, he/she attends group sessions, court sessions, and give urine specimens at a selected drop site. There is no formal orientation session for clients. Instead, program rules are explained to the client during screening. Throughout the program there is continuing education for clients about the Drug Court rules and requirements. The initial orientation toward clients emphasizes development of trust, self-confidence and understanding.

Individual Program Plans (IPP). Each client receives at least one Individualized Program Plan (IPP). The IPP outlines specific responsibilities and goals with timetables. Every client receives an IPP for his/her substance use problem. Other plans might focus on legal problems, employment or schooling needs, or on the treatment of any mental disorder a client might have. Other parts of the Jefferson County Drug Court program are more individualized depending upon client need. For example, some clients will be referred to halfway houses and others will be referred to employment counseling.

Plans are updated when necessary. Clients have some input into their individualized program plans. Staff members other than the client's primary counselor may also have input into the IPP's. Case reviews and client treatment are discussed at clinical case reviews, staff meetings, and with the judge, which are each held once a week.

Phases. There are three program phases in the Jefferson County Drug Court program. Phase I is the detoxification phase and can be completed in a minimum of 12 days. During Phase I, clients are required to attend five one-hour group sessions per week. Clients are also required to attend five Alcoholics Anonymous (AA) or Narcotics Anonymous (NA) sessions per week, and submit at least two urine drops per week. In order to complete Phase I, a client must have completed 12 acupuncture or meditation sessions (when the services are available), have attended all assigned individual and group therapy sessions, have attended all required self-help (AA/NA) meetings, and have had at least four negative urine screens.

Phase II can be completed in a minimum of 108 days. During Phase II, clients are required to attend three one-hour group sessions per week, four AA/NA meetings per week, and to submit two urine screens per week. In order to complete Phase II, clients must submit clean urine screens for 90 consecutive days, be current on payment of any fees, attend all required AA/NA meetings each week, make significant progress toward treatment goals, and attend all assigned individual and group sessions.

Phase III is the continuing care, or relapse prevention, phase and can be completed in a minimum of eight months. During Phase III, clients attend one one-hour group counseling session per week, three AA/NA sessions per week, and submit one randomly scheduled urine drop per week. In order to complete Phase III, clients must remain drug free, as indicated by urine drug screens, and must secure and maintain a job or be engaged in full-time parenting or school.

Drug Court Sessions. After clients are accepted into the program, clients attend Drug Court sessions on a separate calendar from general court sessions. The Jefferson County Drug Court program holds Drug Court sessions on Mondays and Tuesdays. During Drug Court sessions, the judge first speaks with those clients who are working and have a written schedule and note from their employer. After the judge finishes speaking with these clients, they are allowed to leave and return to work. Those clients who are being admitted to the program are seen last on the Drug Court docket.

Payments. Jefferson County Drug Court participants are required to pay ten dollars per week to the Drug Court program. Drug Court staff monitor the ten dollar payments for each client. Clients are each assigned to a specific grant and their payment reduces the amount of money that the Drug Court must pay on each grant. Clients are also required to pay any sort of restitution, medical fees, child support, or legal aid fees. However, the Jefferson County Drug Court does not monitor fees that are paid to agencies outside of the Drug Court. Many clients have probation officers, and the probation officers monitor payments made to agencies outside of Drug Court.

Program Rules. Participants must follow certain rules while in the Jefferson County Drug Court program. Clients must wear appropriate clothing to Drug Court and must attend all meetings. Clients may not be violent or use drugs or alcohol. Clients may not engage in inappropriate sexual behavior or harassment. They may not loiter at the Drug Court facility and no family or friends can loiter on the premises.

Employment, Education, and Housing. Drug Court counselors are primarily concerned with counseling. A client's probation officer monitors other client issues such as employment,

education, and housing. Referrals to various organizations that help with housing, education, and employment issues can be made by counselors and Drug Court staff. Education and employment referrals can be made to Career Resources, which works with clients to assess whether they need further education, does job updates, and helps clients enroll in school or vocational training. The Jefferson County Drug Court also makes referrals to adult education programs. The sheriff also comes to group sessions and talks with clients about jobs and the etiquette needed when applying for a job and in keeping a job. The Jefferson County Drug Court staff helps clients with housing problems. However, if the client refuses to enter treatment or the shelter, he or she can be sanctioned with jail time.

Treatment. A major focus of the Drug Court program is substance abuse treatment. Clients participate in intensive one to two years of treatment groups and AA/NA meetings. The number of treatment groups which clients are required to attend highlights the emphasis of the program on substance abuse treatment. The majority of counseling is done on-site by program staff, with the exception of referrals to treatment agencies for more intensive treatment or the AA/NA meetings, which are held at various locations throughout Jefferson County. On-site treatment provides a more cost effective way to address the treatment needs of individual clients.

The Jefferson County Drug Court program is similar to an Outpatient Substance Abuse Treatment program. The three phases of treatment parallel the three Drug Court phases. The Jefferson County Drug Court program places a major emphasis on supportive group therapy, task-oriented and problem-solving group sessions, 12-step programs, cognitive behavioral therapy, and case management. There is also some emphasis placed on confrontational group therapy, family therapy, supportive individual counseling, individual behavioral therapy, and reality therapy. As a step toward fostering positive behavioral changes, the Drug Court program encourages clients to change their previous lifestyles and environment that supported drug-taking and related behaviors and attitudes. There is also an emphasis placed on the development of practical life skills; improving the client's basic education level; job preparation; social functioning; spiritual growth and spiritual well-being; improving the client's self-image; self esteem and self confidence; and improving self-insight; self-understanding; and self awareness.

Counseling. Each client attends weekly group sessions; the frequency of group sessions vary by phase. Clients in Phase I attend five group sessions per week; clients in Phase II attend three group sessions per week; and clients in Phase III attend at least one group session per week. Group sessions last approximately one hour in each of the phases.

Counselors introduce topics for the groups to discuss, but the group sessions are typically client driven. In other words, topics discussed in group sessions depend on client needs and mood. In addition, group sessions focus on education about drugs and other basic information about addictions. There is a great deal of focus on the 12 steps in group sessions. Clients are also encouraged to take ownership of their actions. Group sessions during the first phase often deal with detoxification issues. As clients move out of the detoxification stage, different topics are discussed in group sessions. The Drug Court program has two men's group sessions that specifically address men's issues as well as their addictions. There is also a women's group that meets to discuss women's issues. The women's group and one of the men's groups meet without a counselor, which can count toward one of the weekly AA/NA required sessions.

Clients may also schedule individual sessions with their counselors, which are often more informal. There is also a great deal of client-counselor interaction outside of group and individual sessions. Unscheduled counseling is provided to clients during regular office hours. Regular office hours are 7:30 am and 8:30 pm. Emergency counseling after hours is not available through the Drug Court staff.

Other Program Components. In addition to each of the treatment components provided by the Jefferson County Drug Court program, there are several components of the Drug Court program that make the program unique: General Education Diploma, acupuncture, and meditation.

At the end of Phase II, clients begin to focus on attaining their *General Education Diplomas* (GED), if they do not already have a diploma or degree. *Acupuncture* and *meditation* sessions, when available, are a part of the required program. Clients regularly attend acupuncture and meditation sessions. These sessions are used as a means to reduce client stress and agitation that goes along with withdrawal. The sessions are also a means of relaxation and coping.

Client Monitoring. Clients are monitored by the Jefferson County Drug Court judge and by their Drug Court counselor. In addition, when clients are in a residential treatment program they are monitored by residential treatment facility staff. Probation officers continue to monitor clients who enter the Drug Court as a condition of their probation.

Urine Drug Testing. One of the most important ways clients are monitored is through randomly scheduled urine drug testing. Once clients enter the Jefferson County Drug Court program, they are put on a randomized drop schedule. Clients can drop into five different Health Department locations around Louisville. The Drug Court Program uses a computerized random drop system. Clients are assigned to a particular Health Department location and are required to call a Drug Court phone number dedicated to the urine drop schedules daily. Urine is regularly tested for marijuana, cocaine, and alcohol. Once a month urine is screened for opiates, benzodiazepines, and amphetamines. Other drug urine screens may be used depending on the specific client and their "drug of choice." During Phase I and Phase II, clients are scheduled to drop a urine specimen twice per week. During Phase III, clients are scheduled to drop once per week.

Sanctions and Rewards. There is no system of graduated sanctions and rewards in the Jefferson County Drug Court program. Clients are sanctioned on a case-by-case basis, depending upon their behavior history in the Drug Court program. The Drug Court judge decides on the final sanction after consulting with Drug Court counselors. The Drug Court program uses peer pressure to induce Drug Court clients to conform to the program's rules. The program also uses verbal reprimands, loss of privileges, revisions of the treatment plan, and criminal justice sanctions. Family pressure is used when possible to induce the clients to conform to the program rules.

The Jefferson County Drug Court program tries to match treatment-related sanctions to dirty urine screens. Sanctions for a dirty urine screen might include an increase in the number of AA/NA meetings a client must attend or the client might be sent to residential treatment. Other offenses may be met with a more criminal justice-oriented sanction. For example, tampering with urine results in 10 days in jail; an act of non-compliance results in jail time; and threatening a counselor would result in either jail time or dismissal from the program. Sanctions range from increased meetings to jail time. Community service is also used as a sanction.

Program rewards include praise from the judge and counselors as well as faster promotion through the phases. Rewards are given for progress achieved. Currently, the Jefferson County Drug Court program gives clients who enter Phase III a copy of Watty Piper's The Little Engine That Could.

Graduation. The average time spent in the Jefferson County Drug Court program before graduation is eighteen months. Clients are eligible to graduate from the Drug Court program after all three phases have been completed, stable living conditions for a minimum of 90 days has been maintained, stable employment for a minimum of 90 days has been maintained, and clients had clean urine screens for six months. For the past several years, graduations have occurred on a quarterly basis. By December 1999 there were 36 Jefferson County Drug Court program graduations and 166 graduates.

Program Termination. Clients are terminated from the Jefferson County Drug Court program for repeated acts of non-compliance or any violence. Often, when a client stops attending group and court sessions, a bench warrant is issued for his/her arrest, he/she is picked up by the police, and that person is sent back to the court system for reinstatement of criminal proceedings.

Drug Court Clients. As Table 8 indicates, 30 individuals entered the Jefferson County Drug Court program in calendar year 1993, 27 individuals entered the program in 1994, 88 clients entered in 1995, 106 entered in 1996, 152 entered in 1997, 82 entered in 1998, and 52 entered in 1999. Of candidates accepted in between 1995 and 1999, 5% were still actively participating in the program at the time of this report. Overall there is a 44% graduation rate and a 56% termination rate. The rate, however, has fluctuated on an annual basis. In addition, more males entered the program than females (Table 9) and more African Americans entered the program than Whites (Table 10). In general, graduates were older than terminators (Table 11). Overall, the Jefferson County Drug Court program has had 208 graduates through November 2000 for clients who entered between 1993 and 1999.

Drug Court Staff and Judges. The Jefferson County Drug Court program employs a program administrator, who has also been with the program since its inception, and eight staff members with the primary responsibility of counseling. All of the Drug Court counselors have over 10 years of experience in the substance abuse treatment field. As Table 12 indicates, the client to counselor caseload for Fiscal Year 1999 was 60 clients to one counselor. The Jefferson County Drug Court program counselors in Fiscal Year 1999 and Fiscal Year 2000 conducted an average of 18 daily individual counseling sessions and 32 weekly group counseling sessions. The average group attendance was 15 and the average weekly number of clients appearing in court was 125. In Fiscal Year 2000, there were 50 clients to every counselor (see Table 13).

Judge Weber initiated the Jefferson County Drug Court program in Jefferson County and has worked with the program since the inception. Judge Weber has 16 years of experience on the bench and is nationally recognized as a leader in Drug Court programs across the nation. Judge Weber has also been a trainer at state and National Drug Court conferences and trainings, and received a Red Ribbon award from the AWARE Coalition in October of 1996. The Jefferson County Drug Court is a model Drug Court for Kentucky and for the Nation.

Program Activity. The Jefferson County Drug Court program records different information to track the program progress of clients than do the Fayette and Warren Drug Court programs. As Table 12 indicates, in Fiscal Year 1999 122 clients were accepted into the Jefferson County Drug Court program and there were a total of 512 active participants. During Fiscal Year 1999, 48 clients were terminated and 55 graduated. Table 14 provides indices of program activity for Fiscal Year 2000. In Fiscal Year 2000, 134 clients were accepted into the Jefferson County Drug Court program and there were a total of 487 active participants (see Table 13). Also during Fiscal Year 2000, 42 clients were terminated and 35 graduated.

Summary of Respondent Perceptions. Respondents (clients, judges, staff, defense attorneys, probation, jail, police, prosecutor, and treatment representatives) were asked to list the strengths of the Jefferson County Drug Court program as well as recommended changes. Some of the strengths mentioned included: (1) The emphasis on drug abuse treatment, (2) The continuous court monitoring of participants, (3) The vocational training for clients, (4) The money that Drug Court saves the state and community in criminal justice expenditures, (5) The community coordination and problem solving the Drug Court program employs, and (6) The Drug Court program helps keep families together.

Several recommendations based on responses included: improved communication between management and staff, more stable program rules, an increase in staff job satisfaction and morale, changes in client treatment programming, changes in the Drug Court operating system, additional services for clients, expansion of the program's client base, and increased community awareness of the Drug Court program. The Jefferson County Drug Court program has undergone a number of administrative changes since its inception. Originally the Jefferson County Drug Court was administered by the Louisville/Jefferson County Health Department. Since 1996, however, the Jefferson County Attorney's Office has been charged with the administrative responsibilities of overseeing the Jefferson County Drug Court program. In January 1999, Irv Maze was elected to the Office of Jefferson County Attorney (JCAO), formerly held by Mike Conliffe. Jefferson County Attorney Irv Maze moved the complete operations of the Jefferson County Drug Court program from West Madison to its current location in the Legal Arts Building in June 1999. Furthermore, in response to the first draft of the process evaluation report, which was released in April, 2000, a number of other changes have been implemented in the Jefferson County Drug Court program.

Summary. The Jefferson County Drug Court program was established in 1993, was one of the first in the nation, has an enthusiastic, dedicated, and nationally renowned judge, and has been serving clients for nearly seven years. The program is based on the *Key Components* and has three program phases that take clients approximately 18 months to complete. The most compelling aspect of the Drug Court program is the interaction of the judicial community and the treatment community. This aspect is highlighted by the immediate sanctions that are used when program rules are violated. The sanctions serve both as a consequence and as a motivator to try harder next time. The judge believes in the program and believes that the program is an opportunity to make a difference in the community. The Jefferson County Drug Court program also has great support from community leaders. This program should continue to grow and make a real difference in the lives of its clients.

Table 8. Client Type by Entry Year for Jefferson County Drug Court Program*

ENTRY YEAR	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1993	18 (60%)	12 (40%)		30
1994	16 (59%)	11 (41%)		27
1995	53 (60%)	34 (39%)	1 (1%)	88
1996	56 (53%)	50 (47%)		106
1997	88 (58%)	60 (39%)	4 (3%)	152
1998	42 (51%)	30 (37%)	10 (12%)	82
1999	28 (54%)	11 (21%)	13 (25%)	52
Total	301 (56%)	208 (39%)	28 (5%)	537

*Percentages on this table are to be read horizontally

Table 9. Number of Type of client that were specific Gender by Entrance Year for Jefferson County Drug Court program*

ENTRY YEAR	GENDER	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1993	Male	12 (67%)	9 (75%)		21 (70%)
	Female	6 (33%)	1 (8%)		7 (23%)
	--Total	18	12		30
1994	Male	13 (81%)	9 (82%)		22 (81%)
	Female	3 (19%)	2 (18%)		5 (19%)
	--Total	16	11		27
1995	Male	35 (66%)	30 (88%)	1 (100%)	66 (75%)
	Female	18 (34%)	4 (12%)		22 (25%)
	--Total	53	34	1	88
1996	Male	40 (71%)	34 (68%)		74 (70%)
	Female	16 (29%)	15 (30%)		31 (29%)
	--Total	56	50		106
1997	Male	65 (74%)	41 (68%)	4 (100%)	104 (68%)
	Female	22 (25%)	16 (27%)		38 (25%)
	--Total	88	60	4	152
1998	Male	33 (79%)	22 (73%)	7 (70%)	62 (76%)
	Female	8 (19%)	7 (23%)	3 (30%)	18 (22%)
	--Total	42	30	10	82
1999	Male	20 (71%)	7 (64%)	8 (62%)	35 (67%)
	Female	8 (29%)	4 (36%)	5 (38%)	17 (33%)
	--Total	28	11	13	52
Total	Male	218 (72%)	152 (73%)	20 (71%)	390 (73%)
	Female	81 (27%)	49 (24%)	8 (29%)	138 (26%)
	--Total	301	208	28	537

*Percentages on this table are to be read vertically

Table 10. Client Type by Race and Entrance Year for Jefferson County Drug Court Program*

ENTRY YEAR	RACE	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1993	A.A.	15 (83%)	7 (53%)		22 (73%)
	White	2 (11%)	4 (33%)		6 (20%)
	--Total	18	12		30
1994	A.A.	12 (75%)	7 (64%)		19 (70%)
	White	4 (25%)	4 (36%)		8 (30%)
	--Total	16	11		27
1995	A.A.	42 (79%)	21 (62%)	1 (100%)	64 (73%)
	White	11 (21%)	11 (32%)		22 (25%)
	--Total	53	34	1	88
1996	A.A.	34 (61%)	31 (62%)		65 (60%)
	White	15 (27%)	14 (28%)		29 (27%)
	--Total	56	50		106
1997	A.A.	56 (64%)	31 (52%)	3 (75%)	90 (59%)
	White	17 (19%)	23 (38%)	1 (25%)	41 (27%)
	--Total	88	60	4	152
1998	A.A.	18 (43%)	19 (63%)	7 (70%)	44 (54%)
	White	15 (36%)	9 (30%)	3 (30%)	27 (33%)
	--Total	42	30	10	82
1999	A.A.	11 (39%)	4 (36%)	7 (54%)	22 (42%)
	White	14 (50%)	7 (64%)	6 (46%)	27 (52%)
	--Total	28	11	13	52
Total	A.A.	188 (62%)	120 (58%)	18 (64%)	326 (61%)
	White	78 (26%)	72 (35%)	10 (36%)	160 (30%)
	--Total	301	208	28	537

*Numbers on this table are to be read vertically

Table 11. Client Type by Average Intake Age and Entry Year for Jefferson County Drug Court Program

ENTRY YEAR	TERMINATOR	GRADUATE	ACTIVE	AVERAGE
1993	33	33		33
1994	33	35		34
1995	31	34	20	32
1996	31	34		32
1997	32	36	28	34
1998	34	36	34	35
1999	32	33	33	32
Average	32	35	32	33

Table 12. Selected Program Activity Indicators for the Jefferson County Drug Court Program
FY99

ACTIVITY	AVERAGE
Candidates accepted	122
Active participants	512
Terminations	48
Graduates	55
Average daily individual counseling sessions	18
Average weekly group counseling sessions or seminars	32
Average attendance at group counseling sessions	15
Average weekly number of clients appearing in court	125
Client to counselor caseload	60

Table 13. Selected Program Activity Indicators for the Jefferson County Drug Court Program FY
00

ACTIVITY	AVERAGE
Candidates accepted	134
Active participants	487
Terminations	42
Graduates	35
Average daily individual counseling sessions	18
Average weekly group counseling sessions or seminars	32
Average attendance at group counseling sessions	15
Average weekly number of clients appearing in court	125
Client to counselor caseload	50

Warren Drug Court Program

The comprehensive process evaluation of the Warren Drug Court program included an interview with the treatment coordinator of the Drug Court program; interviews with the two judges involved in the Warren Drug Court program; and surveys of: eight randomly selected active clients, two Drug Court staff members, four community treatment providers, three defense attorneys, one prosecuting attorney, two representatives from the Probation and Parole office, two representatives from the Warren County Jail, and two Bowling Green Police Department representatives. In all, 23 different individuals representing 10 different agency perspectives provided information about the Warren Drug Court program for the process evaluation report. The data for this report is for the period from April 9, 1997 to December 31, 1998. (See Logan, Williams, & Leukefeld, 1999 for more detailed information about the Warren Drug Court program).

Drug Court Program Overview. The Warren Drug Court program was established in 1997 through the Administrative Office of the Courts (AOC). The first client entered the Warren Drug Court program on April 9, 1997. The mission of Kentucky's AOC Drug Courts is to create a criminal justice environment that stops illicit drug use and related criminal activity and promotes recovery. In the program model developed in Warren County defendants are accepted into the program by probation referrals made by the sentencing judge.

The Warren Drug Court program serves a community of approximately 85,545 people with a population density of 140.7 individuals per square mile. Ten percent of this community live without transportation, 9.1% live without telephones, and 9.6% work outside of the county. The poverty rate is 17.4%, from January 1997 through September 1997 the unemployment rate was 5.6%. About 74.1% of the population 18 and older has a high school degree or more, and 12.2% of the population 18 and older have less than a 9th grade education. About 16% of births are to mothers less than 20 years old and 7.2% of households with children are headed by a single parent (Zimmerman & Samson, 1998). Warren County is classified as a rural area with a Beale code of 5 (urban population of 20,000 or more, not adjacent to a metropolitan area).

Currently, the Warren Drug Court only admits clients through a probation track. A client is eligible after the treatment coordinator has completed the Addiction Severity Index (ASI) and a set list of questions developed by the treatment coordinator to assess the client's level of chemical dependency. The criteria for program eligibility include (1) Non-violent criminal history, (2) Current charges must be drug related, and (3) judge's consent.

A case may be assigned to Drug Court in lieu of state-supervised probation from Circuit Court. Additionally, for defendants who have violated conditions of traditional probation, Drug Court may be incorporated as an alternative to revocation. After examining the facts of the case and speaking with the defendant and attorney, the sentencing judge may decide the defendant's criminal charges may have stemmed from substance abuse and they are referred for further assessment. An order of referral for assessment by Drug Court is then issued and, based on the evaluation, the sentencing judge may allow the defendant to complete the program in lieu of traditional probation. Eligibility assessment takes place within 48 hours of receiving a referral from the judge. Participants have usually entered a guilty plea at this time. Eligibility assessment is conducted either at the jail or in the Drug Court office.

When it has been determined the defendant has no prior violent criminal history, a meeting is scheduled to explain the program, sign the Agreement of Participation, obtain preliminary information, conduct an ASI, and schedule a drug test. Based on the information obtained, a notice of eligibility is forwarded to the referring judge who makes the final determination of whether a defendant will be given the option of participating in Drug Court. If the defendant is interested in participating, the case is transferred to Drug Court after sentencing. Some cases are transferred to the Drug Court program before sentencing.

When a probation case is accepted into the Drug Court program a Drug Court case specialist is assigned. The Division of Probation and Parole is notified and the Drug Court staff maintains all supervision. The Case Specialist and the client develop a payment plan if the client is required to make restitution, if the client owes child support, or if the client has incurred court costs. Standard supervision fees required by Probation and Parole are not applicable. Upon successful completion of Drug Court probation cases, the Drug Court can conditionally discharge participants from the remainder of the probation sentence.

The average time spent in the program before graduation is one to two years. Graduations occur quarterly each year in the Warren Drug Court program. As of July 1, 1999, 53 people had graduated from the Warren Drug Court program.

Program Goals. The Warren Drug Court program has six primary overall goals: promote abstinence; decrease recidivism; increase community safety; increase life skills; increase community awareness; and expand and maintain resource base. Highlights of goal achievement for the Warren Drug Court include only .8% of the 2,178 urine screens were positive and only .03% of participants were rearrested in the last quarter of Fiscal Year 1998. Before entering the Drug Court program, 69% of participants were employed full-time and 6% were employed part-time; after entering the Drug Court program, 97% of participants were working full-time. Further, five articles have appeared in the local newspaper specifically referring to the Warren Drug Court. In addition, Drug Court staff and judges have spoken at various community and civic groups, at the Kentucky School of Alcohol and Other Drug Studies, and at a Drug Court training session about the Drug Court program. In 1999, the Warren Drug Court program was working with approximately 16 different state and community based organizations.

Assessment of Needs. Potential clients must undergo an assessment to establish drug dependency and a history of drug use. The Warren Drug Court treatment coordinator administers the ASI (described above for Fayette Drug Court). The treatment coordinator also administers an additional set of questions to assess program eligibility. This set of questions is based on the DSM-IV criteria for drug abuse and dependency. The ASI and the second set of questions are used assessing risks and needs, as well as for program eligibility assessment. These instruments help to determine mental health of the client and abuse and child safety.

Orientation. Orientation sessions are conducted for groups and individual sessions are provided on an individual basis, if more specific explanation is needed.

Individual Program Plans (IPP). An initial step at Warren Drug Court entry is the development of Individualized Program Plans (IPPs) for each client. The plans outline specific responsibilities and goals with timetables. The plans may include group, family, and individual counseling; frequent and random drug testing; educational and vocational training; and health and community activities. As the client moves through the program and the IPPs are updated at each new phase, the client has more input into the development of his or her own plan. IPPs can also be updated in the event of a crisis in the client's life. Defining psychosocial factors—family life, relationships, level of addiction, and court involvement—help determine how an IPP will be developed. Also included in each client's IPP are the ASI results, any child support and any other court costs owed, any client involvement with the Department of Social Services, and any personal counselors that the client already sees.

IPPs are reviewed and modified as a client moves to the next phase, or when a client is demoted to an earlier phase. Drug Court staff, the case manager, the judge, the client's probation officer, and the client can all work at updating and evaluating the client's IPP. IPPs vary between clients, but not as much as the treatment coordinator would like. IPPs also differ by gender and by race. The Warren Drug Court tries to separate the clients into treatment groups based on their gender and race.

Phases. In the Warren Drug Court program, Phase I takes a minimum of one month to complete. There is no maximum time set for any phase, but most clients take approximately six weeks to complete the first phase. During this phase, clients are required to provide three random drug screens per week; to attend five Alcoholics Anonymous or Narcotics Anonymous (AA/NA) meetings per week; to attend one group session per week; to attend any individual or family sessions as needed; to attend one Drug Court session per week; to pay child support obligations; to maintain Court-approved stable housing; to maintain Court-approved employment, training, and/or education referrals; and to write daily journal assignments. During each phase clients can chose the AA/NA meetings that they will attend, but there is one mandatory meeting on Tuesday evenings.

Phase II takes a minimum of eight months to complete. Most clients complete the second phase in the minimum amount of time. During this phase clients are required to provide two random drug screens per week; to attend four mandatory AA/NA meetings per week; to attend one group session per week; to attend any individual or family sessions as needed; to attend one Drug Court session every other week; to pay child support; to maintain Court-approved stable housing; to maintain court-approved employment, training, and/or education referrals; to write daily journal assignments; to read a book every two weeks and turn in a report to the Drug Court judge; to do at least one good deed every week and include a report of these good deeds with the journal assignments; and to obtain or maintain regular contact with an approved AA/NA sponsor.

Phase III takes a minimum of three months to complete. Most clients complete Phase III within five months. To complete this final phase a client is required to provide one urine drug screen per week; to attend four AA/NA meetings per week; to attend one group counseling session; to attend any individual or family sessions; to write daily journal assignments; to read a book and turn in a report to the judge; to write a journal entry about at least one good deed; to attend one Drug Court session per month; to pay child support; to maintain court-approved stable housing; to maintain court-approved employment, training, and/or education referrals; and to maintain regular contact with an AA/NA sponsor.

Drug Court Sessions. The Warren Drug Court program is located in a single jurisdiction and participants are seen on a Drug Court calendar. Between 13 and 35 clients appear at a Drug Court

session at any given time. Sessions are held weekly and each client is assigned to a specific judge. Clients stay with that assignment throughout Drug Court. Drug Court staff provide case notes for each client before each court session. The Drug Court judge reviews the participant files and participants are held accountable for their behavior. Staff and judges meet before each session to discuss any issues with or successes of clients. Although the judge reviews written reports from Drug Court staff, clients report directly to the Drug Court judge in Court, explaining successes and failures. It is during the Drug Court sessions that the Drug Court judge rewards successes and sanctions clients for non-compliance.

In general, Drug Court sessions last one hour, and participants are required to stay the entire hour. Each client goes before the judge in the following order: those appearing for progress reports are first, those to be admitted into the program are second, and those in custody for an act of non-compliance are last. Participants are seen on a regular basis at Drug Court sessions with required attendance decreasing as a client moves through Drug Court phases. Clients can also be seen on an intermittent basis if immediate sanctioning is needed.

Payments. Warren Drug Court participants with court related financial obligations (e.g., child support, restitution, crime victims' fund, legal aid fees) are required to make court-approved payments on a regular schedule and provide staff with documentation of the payments. Failure to make timely payments may result in delaying phase advancement or completion of the program. Clients are also required to pay for specialized treatment services.

Program Rules. Participants have specific rules they are required to follow while participating in the Warren Drug Court program. Clients must wear appropriate clothing. Clients are required to attend all meetings and court sessions, to not carry beepers or cellular phones to meetings or court sessions, and to behave appropriately at meetings and court sessions. Clients are not to engage in violence or inappropriate sexual behavior. Clients may not possess drugs or weapons and the use or prescription medications are monitored by a physician. Staff members must be notified of any arrests or court obligations. Cases of abuse or neglect of minors or adults must be reported by staff members. Family and friends are not to loiter on Drug Court property.

Employment, Education, and Housing. Warren Drug Court clients are required to obtain and maintain full-time employment throughout the program. Exceptions are full-time students, or those who have been determined by a physician to be physically or mentally incapable of full-time employment. Participants are permitted to change jobs while in the program, but staff must be notified prior to the change. If a client loses a job while in the program, they are given a time frame to locate other appropriate employment. Drug Court staff may assist clients by referring them to Vocational Rehabilitation or various temporary agencies, such as Ahead Staffing, Ready Staffing, and Quality Temporary. Drug Court staff also help clients by keeping a file of job listings from the local newspaper. If a client is unemployed, he or she is required to complete 20 hours of community service per week. If a client continues to be non-compliant with the employment requirement the judge may incarcerate the client for a short period of time. Program staff routinely verifies employment either through phone contact with the employer or copies of paycheck stubs. On-site visits may also be conducted. In the event of incarceration, the client's direct supervisor will confirm all work release schedules.

Clients without a high school degree or GED, and those who are unemployed or underemployed, are expected to work on developing their educational skills. The Warren Drug Court staff often help by: assessing current skills; aptitude and interest testing; developing a personal action

plan; presenting life skills seminars; making adult education referrals; providing job and interview counseling; and, teaching job search skills. Also, a representative from the Office of Vocational Rehabilitation is available to program participants. Vocational Rehabilitation offers services including career counseling, training placement, job placement, and various educational opportunities.

Clients are required to reside in or find court-approved housing. Often clients have been living with other substance abusers. This environment can hamper sobriety efforts and it is often particularly difficult for Drug Court clients to remain in their previous using environment. Warren Drug Court clients are encouraged to reduce contact with old friends, places, and habits. This can include a change in relationships and home environment. An assessment of how critical it may be for the client to leave their current housing is incorporated into the Individual Program Plan. Case specialists conduct housing verification by either contacting the landlord/landlady or by site visits. Drug Court staff refer clients to the Bowling Green Housing Authority and to Community Action for help in finding appropriate housing. Often clients are referred to recovery homes.

Treatment. The Warren Drug Court provides the majority of treatment services for clients. There are a number of different treatment and program modalities that are integrated and used in the Drug Court program. In addition, many of the treatment and program modalities are used as needed on an individualized basis. There is rarely a waiting period for Drug Court clients because most treatment is done in-house and provided by Drug Court staff.

Other Program Components. In addition to each of the treatment components, there are several elements of the Warren Drug Court program that make the program unique: community service, assignment sheets, journals, good deeds, and book reports. Also, in 1998 a mentoring component was implemented.

Community service is used in the sanctioning process. The number of hours sanctioned varies. The smallest amount of community service assigned to date has been four hours. Community service is available to the participant through a variety of agencies including Habitat for Humanity, YMCA, Boys Club, and YWCA.

Clients are required to complete *assignment sheets*. New sheets are given to clients once a week in Phase I, once every two weeks in Phase II, and once every month in Phase III. The assignments include attendance at AA/NA meetings, attendance at Drug Court sessions, attendance at group sessions, and daily journals. *Journals* are turned in to the judge at each Drug Court session. The purpose of the journals is to help clients process their own ideas and thoughts and to help them coordinate the reality of their situation with their thoughts. Journals also help the clients understand how to complete the steps of the program.

Included in some of the journal assignments are descriptions of *good deeds* the clients do each week. Good deeds can include grocery shopping for others, giving rides to AA/NA meetings, cleaning for others, etc. The overall purpose of including a good deed component, is to have clients focus on helping others and to be less self-centered. *Book reports* are another part of a client's assignment sheet. The main purpose of book report assignments is to get the client culturally involved through reading. Recovery-oriented or spiritually-oriented reading materials of the client's choice are accepted for book reports. These books especially help the client to understand what the program is all about.

Mentoring is not a required component of the Warren Drug Court program, but some clients do mentor others. In Phase III, a client is sometimes asked by Drug Court personnel to show a client in Phase I how the program works. Sometimes a client from Phase III will take the initiative and mentor a new client before being assigned to mentor someone by the Drug Court staff, but the staff have the right to veto this mentor relationship if they disapprove. Some clients who have graduated from the program and who are a part of the after care component of the program have mentored clients still in the program. Mentoring is informal.

Client Monitoring. Clients are monitored by the Warren Drug Court judge and on an individual basis by their Drug Court case specialist through urine drug testing and individual and group sessions. *Urine drug testing.* Clients are monitored in several ways. One of the most important ways clients are monitored in the Drug Court program is with drug testing. Drug testing is done frequently and randomly. When a client is sentenced to Drug Court, they are given their first urine drug screen. The Drug Court office has facilities where the clients can provide urine samples. The Warren Drug Court uses Dynamic Analytic Solutions to analyze urine samples. Clients are required to call a phone number daily to find out if they are required to provide a urine sample. Urine screens are used to test for alcohol, marijuana, cocaine, opiates, phencyclidine (PCP), amphetamines, benzodiazepines, methaqualone, propoxyphene, and barbiturates. Sometimes a patch is used to test clients. The patch drug screen tests for marijuana, cocaine, opiates, phencyclidine (PCP), and amphetamines. There is one other test that can be used to determine whether or not the client has been using LSD, but the test is expensive and is seldom used. Drug screens are conducted randomly—at least 3 times per week in Phase I; 2 times per week in Phase II; and 1 time per week in phase III.

Sanctions and Rewards. There is no system of graduated sanctions in the Warren Drug Court program. All cases are handled individually. Sanctions and rewards reflect the client's history in Drug Court and recommendations from the Drug Court staff. Dirty urine screens and recommendations from the Drug Court staff prompt sanctions. Other reasons for sanctions include: missing groups, missing individual appointments, missing any other appointments, failure to complete assignments, failure to maintain employment, and failure to maintain housing. The possible range of sanctions has extended from four hours of community service to six weeks in jail. While clients are in jail, they are allowed to continue to come to treatment groups and to work. Sanctions also include: extra assignments, residential treatment, increased treatment, increased court appearances, increased AA/NA meetings, increased urine tests, and phase demotion. Rewards are often given for the opposite reason sanctions are given. Clean urine screens and full program participation prompt rewards. The primary reward is promotion to a new phase. Time spent in the program leads to this reward and the program is more lenient with clients in the higher phases. Rewards include applause and recognition of progress by the judge, Drug Court staff, and other Drug Court clients.

Graduation. The minimum time requirement for graduation from the Warren Drug Court program is 12 months. In addition, clients must successfully go through all three Phases, have maintained clean drug screens for at least five to six months, have maintained court-approved housing

for one year, and have maintained court-approved employment for at least nine months. Graduations are held quarterly. All participants are required to attend each graduation. Drug Court staff, Advisory Board members, Drug Court judges, family members, and friends of the clients are all invited to attend Warren Drug Court graduations. Graduates are presented with plaques and t-shirts. A keynote speaker gives a speech and graduates are invited to speak.

Program Termination. Participants are removed from the Warren Drug Court program for a variety of reasons. Failure to participate in the program, failure to appear in court, new non-drug charges filed, and new drug charges filed, and not maintaining court approved housing and employment are all reasons for dismissal from the program. The Drug Court judge has the final decision about whether to retain a client in the program or to remove a client from the program. When clients are terminated from the program, they are placed back on probation or sent to prison.

Drug Court Clients. As Table 14 indicates, 84 individuals entered the Warren Drug Court program in calendar year 1997, 81 individuals entered in 1998, and 96 entered in 1999. Only about 6% of clients have been accepted through the diversion track. Of candidates accepted in 1998 and 1999, 3% were still actively participating in the program at the time of this report. Overall there is a 50% graduation rate and a 50% termination rate; however, the rate has fluctuated on an annual basis (see Table 14). In addition, more males entered the program than females (Table 15) and more whites entered the program than African Americans (Table 16). On average, graduates were older than terminators (Table 17). Overall, the Warren Drug Court program had 132 graduates through April, 2001 for clients who entered the program between 1997 and 1999.

Drug Court Staff and Judges. The Warren Drug Court program has four staff members with experience in substance abuse ranging from 1-½ years to 11 years. Two Drug Court judges work with the Warren Drug Court program. Judge Minton was involved with the planning of the Warren Drug Court program and Judge Lewis took the first group of Drug Court clients.

Program Activity. As Table 18 indicates, in Fiscal Year 1999 an average of 8 candidates were accepted into the program a month. At any given time, the program had about 91 active clients on average per month. Each month there was an average of 4 terminators and 6 graduates in Fiscal Year 1999. During Fiscal Year 2000, as Table 19 indicates, there were slightly fewer candidates accepted in the program each month (M=6) and thus, fewer active participants on a monthly basis (M=83). There were about 2 terminations and 4 graduates per month on average during this fiscal year.

In Fiscal Years 1999 and 2000, there were between 735 and 883 drug screens conducted per month, with approximately 12% of active clients that had positive urine screens per month. Also, there were, on average, 9 court sessions per month and staff conducted an average of 66 to 74 individual sessions, 31 to 41 group sessions, 12 to 13 family sessions, 90 to 153 employment verifications, 90 to 99 housing verifications, and collected approximately \$1,500 to \$1,700 in payment obligations each month during those two Fiscal Years. There were an average of between 14 and 16 monthly sanctions spanning a variety of types of sanctions including community service, incarceration, and phase demotion. There were also two new arrests during Fiscal Year 1999 and one new arrest in Fiscal Year 2000. On average, case specialists had 23 clients on their caseload during a month in Fiscal Year 1999 and 21 clients in Fiscal Year 2000.

Summary of Respondent Perceptions of the Warren Drug Court Program. Each of the respondents (clients, judges, staff, defense attorneys, probation, jail, police, prosecutor, and treatment representatives) were asked about the perceived strengths of the program as well as the things that they believed needed to be changed. The following are strengths mentioned by respondents: (1) Court monitoring, (2) Drug Screening, (3) Immediate sanctions, (4) Program requirement of either employment or enrollment in an educational program, (5) Good employee base, (6) Organization, (7) Good tracking of jailed clients, (8) More intensive drug education and treatment, (9) Staff support, (10) Introduction to 12-step programs, (11) Employment opportunities, and (12) Greater self-esteem.

The following are changes suggested by the respondents: (1) Educate the public and law enforcement agencies about the Drug Court program, (2) Offer more help for clients instead of putting them in jail for non-crime types of things like missing a urine test, (3) Require clients to pay fees for the Drug Court program, (4) Provide more orientation of clients as to what the clients are to expect in treatment, (5) Publish lists of current and past clients and distribute to the prosecutor and law enforcement agencies, (6) Provide access to Seven Counties treatment program in Jefferson County, (7) Increase community involvement, and (8) Implement uniform sanctions for all clients to be used by both judges.

Summary. The Warren Drug Court program was established in 1997. This program is grounded in the *Key Components* and has three program phases, which take an average client approximately 18 months to complete. In December 1998, there were 68 active clients, over 97% of the clients are maintaining full-time employment compared to approximately 69% who had full-time employment before entering the program. In addition, by April 1999 the program had 46 graduates. The most compelling aspects of the Drug Court program are the immediate sanctions that clients are given when the program rules are violated. This aspect serves both to motivate as well as to provide consequences for behavior. Another compelling aspect of the Drug Court program is the judicial involvement. This part of the program is particularly important for several reasons. One reason is that it shows the clients that someone cares on a regular basis. A second reason is that the judge separates the punishment process from the support that the Drug Court staff give the clients. A third reason is that the judges in the Warren Drug Court believe they are part of a treatment team and this treatment team approach changes the clients lives. Judges also believe this program is truly an opportunity to do something meaningful for both the clients and the community.

In conclusion, this program has had some difficult problems that it seems to have successfully overcome. All of the respondents indicated this program is making a real difference in their lives. Staff are committed and the judges provide an overwhelmingly supportive program environment. In

addition to overcoming the difficulties during implementation and being committed to clients, this program is committed to working with the community, fits well into the local community, and has been successful in meeting the program goals. The program also follows the principles from the *Key Components* closely on a daily basis and has future ideas and plans that will make the program more effective.

Table 14. Client Type by Entry Year for Warren Drug Court Program*

ENTRY YEAR	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1997	45 (54%)	39 (46%)	0 (0%)	84
1998	39 (48%)	41 (51%)	1 (1%)	81
1999	38 (40%)	52 (54%)	6 (6%)	96
Total	122 (47%)	132 (50%)	7 (3%)	261

*Percentages on this table are to be read horizontally

Table 15. Client Type by Gender and Entrance Year for Warren Drug Court Program*

ENTRY YEAR	GENDER	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1997	Male	33 (73%)	23 (59%)	0	56 (66%)
	Female	12 (27%)	16 (41%)	0	28 (34%)
	--Total	45	39	0	84
1998	Male	23 (59%)	27 (66%)	1 (100%)	51 (63%)
	Female	16 (41%)	14 (34%)	0	30 (38%)
	--Total	39	41	1	81
1999	Male	24 (63%)	33 (64%)	4 (68%)	61 (64%)
	Female	14 (37%)	19 (36%)	2 (33%)	35 (36%)
	--Total	38	52	6	96
Total	Male	80 (66%)	83 (63%)	5 (71%)	168 (64%)
	Female	42 (34%)	49 (37%)	2 (29%)	93 (36%)
	--Total	122	132	7	261

*Percentages on this table are to be read vertically

Table 16. Client Type by Race and Entrance Year for Warren Drug Court Program*

ENTRY YEAR	RACE	TERMINATOR	GRADUATE	ACTIVE	TOTAL
1997	A.A.	25 (57%)	13 (33%)		38 (45%)
	White	20 (56%)	26 (67%)		46 (55%)
	--Total	45	39		84
1998	A.A.	11 (28%)	12 (29%)	1 (100%)	24 (30%)
	White	28 (72%)	29 (71%)		57 (70%)
	--Total	39	41	1	81
1999	A.A.	21 (55%)	19 (36%)	3 (50%)	43 (45%)
	White	17 (45%)	33 (64%)	3 (50%)	53 (55%)
	--Total	38	52	6	96
Total	A.A.	57 (47%)	44 (33%)	4 (57%)	105 (40%)
	White	65 (53%)	88 (66%)	3 (43%)	156 (60%)
	--Total	122	132	7	261

*Numbers on this table are to be read vertically

Table 17. Client Type Average Intake Age by Entry Year for Warren Drug Court Program

Entry Year	Terminator	Graduate	Active	Average
1997	29	30		30
1998	28	30		29
1999	28	34	30	31
Average	28	31	30	30

Table 18. Selected Program Activity Indicators for the Warren Drug Court Program FY99

ACTIVITY	AVERAGE	MEDIAN	SUM
Candidates accepted	8	9	100
Active participants	91	91	
Terminations	4	3	48
Graduates	6	0	69
Court sessions	9	8	103
Drug screens	735	659	8823
Individuals w/ positive urine screens	11	10	132
Individual sessions	74	74	883
Group sessions	31	32	367
Family sessions	12	11	140
Employment verification	132	132	1587
Housing verifications	90	93	1074
Payment obligations	\$1,762	\$1,587	\$21,134
Sanctions	16	15	193
Community service sanction	6	5	67
24 hour incarceration	.75	0	9
Weekend incarceration	3	3	36
Two week incarceration	1	1	17
Other incarceration	3	3	36
Phase demotion	2	2	19
New arrests	1	1	14
Client to counselor caseload	21		

Table 19. Selected Program Activity Indicators for the Warren Drug Court Program FY 00

ACTIVITY	AVERAGE MONTHLY	MEDIAN	SUM ANNUAL
Candidates accepted	6	6	62
Active participants	83	84	
Terminations	2	3	29
Graduates	4	0	47
Court sessions	9	9	102
Drug screens	883	898	10592
Individuals w/ positive urine screens	8	7	91
Individual sessions	66	68	786
Group sessions	41	42	490
Family sessions	13	14	159
Employment verification	153	157	1839
Housing verifications	99	103	1185
Payment obligations	\$1,507	\$1,310	\$18,089
Sanctions	14	14	169
Community service sanction	4	3	44
24 hour incarceration	.67	1	8
Weekend incarceration	3	2	30
Two week incarceration	2	3	28
Other incarceration	3	3	30
Phase demotion	1	2	17
New arrests	2	2	19
Client to counselor caseload	23		

Drug Court Program Description Summary

All three programs are based on the *Key Components* and incorporate three program phases which take an average client approximately 18 months to complete. The Jefferson County Drug Court program was established in 1993, the Fayette program was established in 1996, and the Warren program was established in 1997. Graduation rates for Fayette and Jefferson County were 39% over all of the years of operation and 50% for Warren. Fayette and Jefferson County programs served primarily male clients (71%-73%), the majority of clients were African American (61%-64%) and white (30%-35%) and were in their early thirties (31-33 years old). The Warren Drug Court program clients were 64% male, 40% African American and 60% white, and were 30 years old on average. The Warren Drug Court program serves a more rural area and is a newer program compared to the other two programs, which may account for some of the participant differences.

Fayette and Warren program case specialists had between 18 and 28 clients, on average, per month over a two year period (FY 1999 and 2000). Jefferson County program case specialists had between 50 and 60 clients, on average, per month over a two year period. In Fiscal Years 1999 and 2000, across all three programs, staff conducted between 66 and 547 individual sessions a month and between 30 and 138 group sessions. In the Fayette and Warren Drug Court programs, between 668 and 883 drug screens were conducted per month, with approximately 10% to 17% of active clients each month, on average, that had positive urine screens. Between 12 and 13 family sessions, 9 and 18 court sessions, 90 and 169 employment verifications, 90 and 149 housing verifications were conducted each month, and between \$1,500 and \$2,700 was collected from participants for payment obligations. Fayette and Warren Drug Courts had a monthly average of between 13 and 35 sanctions. There were also between 1 and 4 new arrests on average per month across both fiscal years in the Fayette and Warren Drug Court programs. Sanction and rearrest data were not available for the Jefferson County Drug Court program.

Method

Sample Selection

Four groups were selected for comparison: graduates, late terminators, early terminators, and a control group. Early and late terminators were selected to more carefully examine the time in treatment impact on outcomes. The control group included individuals who were assessed for the Drug Court program but did not enter Drug Court. The assessed individuals had an assessment appointment for the Drug Court program which served as their beginning data point (criterion date) for study analysis.

In order to determine which clients would be included in the outcome evaluation study, lists of all clients who had been assessed for, graduated from, or terminated from one of the three Drug Court programs (Fayette, Jefferson, or Warren Drug Court programs) were compiled. Lists of all clients who entered or who were assessed for the Drug Court Program from the program inception through June 2000 (FY 2000) were developed for all three programs: Fayette (n= 333), Jefferson County (n=740), and Warren (n=156). The following information was collected for each of the individuals on the list: (1) First name; (2) Middle name (if available); (4) Last name; (5) Entrance date; (6) Exit date; (7) Type (graduate, terminator, or assessed); (8) Date of birth; and (9) Social security number. Clients who had graduated from, terminated from, or were assessed for the program in 1997 or 1998 were selected into the study for both Fayette and Warren Drug Courts. For Jefferson County Drug Court program, clients who graduated from, terminated from, or were assessed in 1995, 1996, 1997, or 1998 were included in the study. Initial lists of clients were obtained from Drug Court staff for Fayette and Warren Drug Court programs. Jefferson County Drug Court program lists were initially compiled after searching each client file.

The primary exit dates of 1997 and 1998 were selected across all three sites because it provided the minimum 12 month follow up time for all three sites. The Jefferson County Drug Court program has been in operation since 1993 and is the longest running Drug Court program in Kentucky. Clients who had exited this program between 1995 and 1996 were also selected to be a part of the study to provide a longer follow-up period. Jefferson County Drug Court clients exiting the program in 1995-1996 were included in the data analysis, but were not included in the client interview sessions. Clients without an entrance date, exit date, or an assessment were excluded from the study. Duplications of client names were found on several lists and these duplications were eliminated from the study.

There were a total of 745 study participants included in the final sample. Participants included in the study were then classified into client type—terminator, graduate, and assessed status.

Assessed. Warren Drug Court program has no assessed clients because an informal pre-assessment is done before client entry to determine those clients who would be eligible for and interested in Drug Court. The ASI is completed after client entry in the Warren Drug Court program. Clients from Fayette and Jefferson County Drug Courts that were assessed but did not enter into the program were designated into the assessment group as were clients who had been in the Drug Court program for less than three weeks.

Early and Late Terminators. The determination of early and late terminators depended upon the amount of time a client had been in each program. The total amount of time that terminators stayed in each Drug Court program was examined and then bifurcated at the 50% time period for each specific program. In the Fayette Drug Court program, clients who were in the program between 22 and 151 days were considered to be early terminators. Those who were in the program for longer than 151 days were considered to be late terminators. In the Warren Drug Court program, clients who were in the program between 22 and 168 days were classified as early terminators and clients who had been in the program for more than 168 days were considered to be late terminators. In the Jefferson County Drug Court program, clients who had been in the program between 22 and 179 days were considered to be early terminators and those who were in the program for longer than 179 days were classified as late terminators.

Graduates. Clients whose files stated that they were graduates were assigned to the graduate group.

Sample. Tables 20 through 24 detail the client numbers by site, exit year, and client type.

Table 20. Fayette Drug Court Sample

YEAR	GRADUATES	LATE TERMINATORS	EARLY TERMINATORS	ASSESSED BUT NOT ENTERED	TOTAL
1997	22	12	14	46	94
1998	44	32	27	38	141
Total	66	44	41	84	235

Table 21. Jefferson County Drug Court Sample

YEAR	GRADUATES	LATE TERMINATORS	EARLY TERMINATORS	ASSESSED BUT NOT ENTERED	TOTAL
1997	35	32	34	19	120
1998	64	46	26	11	147
Total	99	78	60	30	267

Table 22. Early Jefferson County Drug Court Sample

YEAR	GRADUATES	LATE TERMINATORS	EARLY TERMINATORS	ASSESSED BUT NOT ENTERED	TOTAL
1995	11	9	24	20	64
1996	22	29	26	18	95
Total	33	38	50	38	159

Table 23. Warren Drug Court Sample*

YEAR	GRADUATES	LATE TERMINATORS	EARLY TERMINATORS	ASSESSED BUT NOT ENTERED	TOTAL
1997	0	4	14	0	18
1998	24	27	15	0	66
Total	24	31	29	0	84

*Warren Drug Court had no assessed clients.

Table 24. Total Drug Court Outcome Sample

	Fayette 97	Fayette 98	Jefferson 95	Jefferson 96	Jefferson 97	Jefferson 98	Warren 97	Warren 98	Total
Graduates	22	44	11	22	35	64	0	24	222
Early Terminators	14	27	24	26	34	26	14	15	180
Late Terminators	12	32	9	29	32	46	4	27	191
Assessed but not entered	46	38	20	18	19	11	0	0	152
Total	94	141	64	95	120	147	18	66	745

Quality Control. In order to ensure that the names, social security numbers, dates (date of birth, entrance date, exit date, and/or assessment date), race, and gender were correct, multiple checks were conducted for each date from each program. These checks included cross-referencing information from the client file, the ASI, in-program survey results, and criminal justice printouts. Different individuals conducted the cross-reference check from client files. For example, the individual who initially collected information from the client file for inclusion into the study was not the same individual who collected information for the in-program progress survey. These cross checks were used to make sure names, dates, type, and identifiers were consistent. If these key variables were not consistent across all data sources it was noted and discussed with Drug Court Program staff. In a small number of cases, there were several different birth dates (4.8% had two different birth dates and .2% had three different birth dates). Also, about 6% of the sample had multiple social security numbers and the correct social security number had to be determined.

Procedures

This evaluation incorporated multiple methods to determine program outcomes. The evaluation began data collection in November 1999 and ended with the analysis in June 2001.

The first step in the evaluation was to create a list of Drug Court program participants on which to focus the evaluation. After compiling the list of Drug Court clients to be included in the study sample, a number of data sets were compiled to evaluate outcomes. This data included: intake assessment information, in-program progress data, incarceration information for prison and jail, parole and probation supervision, charges and convictions, National Crime Information Center (NCIC), Emergency Protective Orders and Domestic Violence Order petitions (EPO/DVO), mental health service utilization, traffic accidents, child support collections, and Department of Employment Services (DES) employment data on quarterly earnings.

In addition, a sample of 136 interviews from all three sites for terminated program participants as well as graduates was collected. These interviews covered a broad spectrum of life functioning areas including: demographic information; social indicator information; health and mental health status; employment, education, and financial status; and, substance use, treatment, and criminal justice involvement.

Finally, the DATCAP (Drug Abuse Treatment Cost Analysis Program), a structured and science-based instrument for estimating the economic cost of treatment services, was used to estimate costs for all three programs. This instrument assesses both tangible/actual expenditures as well as opportunity costs (costs that are donated to the program like police time, but without which the program could not function). A comprehensive avoided costs to society benefit of the Drug Court program are estimated based on all of the information collected.

Table 25 displays the specific data sets compiled for each of the 745 individuals included in the study, where the data were obtained from, and what time periods the data were collected for.

Table 25. Data Elements and Timing

DATA ELEMENT	OBTAINED FROM	TIMEFRAME			
		Before	During	12-Mths	After 12 Mths
<i>Baseline Data</i>					
Baseline Data	Local Drug Court office records				
Intake Assessment			X		
In-program progress			X		
<i>Criminal Justice Data</i>					
Incarceration					
Prison Supervision	ORION	X	X	X	X
Jail Supervision	Local Jails			X	X
Parole Supervision	ORION	X	X	X	X
Probation Supervision	County Probation and Parole Offices			X	X
Criminal History	Courtney, Administrative Office of the Courts				
Violations				X	X
Charges				X	X
Convictions		X	X	X	X
NCIC	NCIC, Administrative Office of the Courts				
Out-of-state charges				X	X
<i>Supplemental Data</i>					
Protective Order	Courtney, Administrative Office of the Courts and Louisville Court records				
EPO petitions		X	X	X	X
DVO petitions		X	X	X	X
Mental Health Service Utilization	Kentucky Department of Mental Health and Mental Retardation				X
Traffic Accidents	Department of Motor Vehicles (DMV)				
Accidents				X	X
Child Support Payments	Division of Child Support				X
Unemployment Insurance	Department of Employment Services	X	X	X	X

Baseline Data

Intake Assessment. The Fayette and Warren Drug Court programs use the Addiction Severity Index (ASI) as part of the baseline assessment. The Jefferson County Drug Court program uses a Psycho-Social instrument that is similar to the ASI. Appendix A includes a copy of the both the ASI and the intake assessment used by the Jefferson County Drug Court program.

In the Fayette Drug Court program, the ASI is conducted before the client enters the Drug Court program. In the Warren Drug Court program there is an initial screening and the ASI is conducted after the client enters the program. The ASI is computerized and results for each client were available electronically for these two programs. The Psycho-Social assessment used in the Jefferson County Drug Court program records biographical; educational; work history; residential and financial; family and social; medical; criminal justice history; drug and alcohol use and treatment; and psychological information.

In-Program Progress. The In-Program Progress Survey was developed to collect specific data from Drug Court client files. In order to gather information for the In-Program Progress Survey, individual client court sheets, client urinalysis or patch test reports, and case specialist or counselor notes were reviewed. Assessed clients spent very little or no time in the program and therefore did not have progress sheets available. Appendix B includes a copy of the In-Program Progress data collection instrument.

Criminal Justice Data

Prison and Parole Supervision. The Offender Records Information & Operations Network (ORION) database is a statewide system that details terms of incarceration for offenders in the State of Kentucky. The information from ORION was collected through February, 2000. The information available from this database includes: (1) Admission, transfer, and discharge summaries, (2) Sentence details summary, (3) Sentence calculation summary, (4) Detainer summary, (5) Parole board actions summary, (6) Physical characteristics, (7) Client identification number, (8) Family data summary, (9) Alias list, (10) Personal data summary, (11) List of all commitments, and (12) Name changes.

For the purposes of this study, the information used from the ORION database included: (1) Admission, transfer, and discharges—dates admitted to, transferred from, or exited from Kentucky institutions as well as the name of the institution and the type of entrance, transfer, or exit; (2) Sentence details—charges for which a person is incarcerated, date of sentence, and sentence length; and (3) Sentence calculation—length of the sentence and any changes made to this length, as well as time on parole, parole revocation, and reason for the end of the incarceration.

The type of charge (property, drug trafficking, drug possession, other drug, ineligible violent crime, eligible violent crime, traffic, alcohol, prostitution, weapons charges, parole/probation violations, non-support, or other crimes), the conviction date, the length of each sentence, the dates entered prison and the dates exited prison and the reasons for why a client exited prison (parole, transfer out, conditional release, minimum expiration, maximum expiration, shock probation, court order, escape, death, pardon, commutation of sentence, death by execution, out-of-state, shock probation from controlled intake, administrative conditional release, administrative minimum expiration, active released, home incarceration, sex offender conditional discharge, medical hold, pre-release probation, parole to expanded supervision), whether the client was on parole, and the dates on and off parole supervision were all recorded. This information was recorded for periods before a client entered Drug Court, during the Drug Court program, 12 months after exiting the Drug Court program, and after the 12-month period (see Appendix C for data collection instrument).

Jail Supervision. Jail data was collected from Fayette County Jail, Warren County Jail, and Jefferson County Jail from the criterion date (graduation, termination, or assessment date) for each individual included in the study through February, 2000. Data collected from the three jails included: booking dates, release dates, and charges for each booking. Each jail incarceration period was recorded after the client's exit or assessment date from Drug Court and incarcerated charges were classified into one of 13 categories: (1) Property crimes, (2) Drug trafficking, (3) Drug possession, (4) Other drug charges, (5) Ineligible violent crime—violent crimes that make a client ineligible for entrance into Drug Court, (6) Eligible violent crime—violent crimes that do not exclude entrance into Drug Court, (7) Traffic, (8) Alcohol charges, (9) Prostitution, (10) Weapons charges, (11) Parole/probation violations, (12) Non-support, and (13) Other crimes (Appendix C includes the data collection instrument used to collect the jail data).

Probation Supervision. Probation information was collected from each of the three counties to obtain information for each client after exit from Drug Court or assessment date

through February, 2000. In Fayette County, clients enter the program either on a probation track or on a diversion track. For those clients on probation, the Office of Probation and Parole transfers the client's file to inactive status while the client is in Drug Court. After the client exits from the Drug Court, the client may remain on probation or the terms of the probation may have been fulfilled. Clients may also be placed on probation after their exit from Drug Court due to failure in Drug Court or to another charge.

In Warren County, clients enter the Drug Court program through a probation track. However, the probation office does not receive the client's file until the client leaves the Drug Court program. Responsibility for overseeing the client is left to the Warren Drug Court program staff until the client exits the Drug Court program. If a client exits from the Drug Court program and the judge determines that the probation should be ended or if the judge sentences the client to a jail or prison term, the probation office may never see the client's probation file. In Jefferson County, clients may enter the Drug Court program while on probation or as a diversion client. Clients on the probation track may remain on probation throughout Drug Court and after leaving Drug Court.

Information from each of the probation offices included: (1) Periods of probation supervision after the exit from the Drug Court program, including any periods of probation that started before the exit date but ended after the exit date; and (2) Reasons why the probationary period ended. Those reasons included that the client was released to inactive status, that their probation was revoked, that the probationary period expired, that the client's case was dismissed, that they were released from probation, that the client was transferred to another probation office, that the client absconded, or for an unknown reason (Appendix C includes the data collection instrument).

Violations, Charges, and Convictions. Criminal history information was gathered from the Kentucky Administrative Office of the Courts Pretrial Services division through February, 2000. The database that was used is called CourtNet. Information included: (1) Arrest/charge date, (2) Type of Charge; (3) Disposition of Charge; and, (4) Disposition/Conviction date. For some cases that were transferred from district to circuit court, the district court proceedings and arrest data were not available. In those cases, the earliest date available in the circuit court proceedings was recorded as the arrest/charge date. The type of crime committed was classified first as a felony, misdemeanor, violation, or other. Other convictions included charges like failure to appear and non-payment of fines. Next, the specific type of crime was classified into one of thirteen categories identified by the Administrative Office of the Courts: (1) Property crimes, (2) Drug trafficking, (3) Drug possession, (4) Other drug charges, (5) Ineligible violent crime, (6) Eligible violent crime, (7) Traffic, (8) Alcohol charges, (9) Prostitution, (10) Weapons charges, (11) Parole/probation violations, (12) Non-support, and (13) Other crimes.

After it was determined which crimes were committed, the arrest/charge dates were recorded for the period after a client had exited from the Drug Court program. These dates were then divided into two periods: (1) From exit up to 12 months after the client had exited the Drug Court program, and (2) After the initial 12-month follow-up period. The conviction dates were also recorded for each conviction occurrence. Conviction dates were then grouped into four time periods: (1) Before the client entered Drug Court, (2) During Drug Court, (3) From exit up to 12 months after the client had exited the Drug Court program, and (4) After the initial 12-month follow-up period. Quality control was conducted for 15% of the individuals. Any disagreements were discussed and resolved for 100% agreement. A copy of the data collection instrument is in Appendix C.

NCIC. National Crime Information Center (NCIC) printouts are reports of out-of-state charges that may have been committed. The NCIC data was obtained in September, 2000. For each participant in the outcome evaluation there were two NCIC printout sheets. The first sheet on the participant was a printout restating all pertinent information used to identify the client. This information included: the client's full name, social security number, birth date, race and gender. This information was entered into the computer system and a state identification number (SID) and an FBI number were thereby retrieved for each person and included on the printout. The Kentucky SID and the FBI number were the sources of all subsequent information retrieved. To ensure that all of the information for the individual was obtained, data retrieved with the SID or FBI numbers was checked with the original information at a later date. The second sheet on a particular individual was the information on the criminal charges against the person. This printout contained a client's Kentucky Criminal History report and out-of-state charges for which the participant was arrested as well as all charges of which they were convicted. This printout was thought to consist of mainly felony charges, however occasionally a misdemeanor charge was reported because of different reporting systems in other states and different charging systems over the years. Certain charges may have once be considered felonies and are now considered misdemeanors or vice versa. In addition, the information regarding dispositions was too difficult to obtain and thus, only charges were recorded (see Appendix C).

On the printout that was retrieved using the Kentucky SID number and the FBI number, there was a detailed report of the arrests and dispositions associated with each charge. There was also a summary of each state in which the participant had received charges and a more detailed summary of the charges, if that state participated in the Interstate Identification Index. If a client received a charge in a state that did not participate in the Interstate Identification Index, those charges were presented in less detail. Because of the great number of states that do not participate in the Interstate Identification Index, only the most basic information about each charge was documented for our records. Each charge was reviewed individually in order to appropriately identify the state in which the client was charged.

Charges listed on the NCIC were first classified as felonies, misdemeanors, violations, or other types of charges. The types of crimes were then classified into the thirteen categories provided by the Administrative Office of the Courts Pretrial division: (1) Property crimes, (2) Drug trafficking, (3) Drug possession, (4) Other drug charges, (5) Ineligible violent crime, (6) Eligible violent crime, (7) Traffic, (8) Alcohol charges, (9) Prostitution, (10) Weapons charges, (11) Parole/probation violations, (12) Non-support, and (13) Other crimes. Once it was determined what crimes were committed, the charge dates were recorded for the period after a client had exited from the Drug Court program. These dates were then divided into two periods: (1) From exit up to 12 months after the client had exited the Drug Court program, and (2) After the initial 12-month follow-up period.

Supplemental Data

Protective Orders. Emergency Protective Order (EPO) and Domestic Violence Order (DVO) petitions were collected for each client through February 2000. There are two types of protective orders available in Kentucky which vary by duration and by the breadth of protections afforded to victims: 1) the EPO is a temporary ex-parte order in force for up to 14 days; and 2) the DVO can be in force for up to 3 years. The emergency protective order is issued on the basis of the petitioner's complaint alone while the domestic violence order is issued after a court hearing with both parties present and findings of fact and law that support issuance of the order. Records for the Fayette and Warren Drug Courts were obtained from the Administrative Office of the Courts, which provided access to EPO's and DVO's filed in each county, with the exception of Jefferson County. Records for the Jefferson County Drug Court clients were gathered from the Jefferson County Family Court, which only provided records for EPO's and DVO's filed in Jefferson County.

The number of times an EPO or a DVO was filed by or against a Drug Court client was recorded. For Fayette and Warren Drug Court clients, each county in which an EPO or DVO had been filed was recorded. For Jefferson County Drug Court clients only those EPO's and DVO's filed in Jefferson County were recorded. Once all EPO's and DVO's were recorded, they were then grouped into four time periods: (1) Before the client entered Drug Court, (2) During Drug Court, (3) From exit up to 12 months after the client had exited the Drug Court program, and (4) After the initial 12-month follow-up period. The data collection instrument is included in Appendix C.

Mental Health Service Utilization. Mental health data was obtained from the Kentucky Department of Mental Health and Mental Retardation in November 2000. The Mental Health Service Utilization Data included all public facility use of mental health services from Fiscal Year 1998 through October 2000. Both service dates and type were recorded. Services that were not consecutive or did not require the participant to have an overnight stay were recorded as individual services and a date of service was recorded for each instance. Certain mental health services required the participant to become a resident of a mental health facility or stay overnight. The dates for these services were recorded differently because of the long periods of time that the client received these services. For these services, the beginning and ending service dates were recorded.

Traffic Accidents. The Department of Motor Vehicles (DMV) provided accident records for the clients in the study sample for a five-year period ending in October 2000. Each separate accident date was recorded, along with the type of accident. The accidents were classified into four separate categories by severity. They were as follows: incapacitate injury, non-incapacitate evident injuries, non-injury accident, and possible injury accident (The data collection instrument is included in Appendix C).

Child Support Payments. Child support data for a three year period was received from the Division of Child Support, Cabinet for Families and Children, Department for Community Based Services. Data included the average monthly amount of child support owed, the payment amount, and months that payments were made for 1998, 1999, and 2000.

Unemployment Insurance. Wage data, for clients whose employers were required to report their wages, was obtained from the Office of Unemployment Insurance, Department of Employment Services. Wages for each quarter from the first quarter of 1995 to the fourth quarter of 2000 were collected for each individual in the study. Wages for each different job held by the client were totaled within each quarter. The wages for the different periods were broken down into four groups for the purposes of our analysis: before Drug Court (except for 1995 and 1996 participants), during Drug Court (except for 1995 and 1996 participants), 12 months after Drug Court, and after the 12-month period. In order to obtain consistency in these measures, if the quarter for the wages was split between two different time periods, the beginning month of the period was used to determine where the data was recorded. The periods are broken up as follows: Period 1—January through March, Period 2—April through June, Period 3—July through September, and Period 4—October through December (see Appendix C).

Certain businesses are required by law to report the wages of their employees and to pay unemployment insurance tax on those employees. According to the Cabinet for Workforce Development's 2000 Employer Guide to Employment Services, the requirements for whether or not an employer is liable to pay unemployment insurance varies by type of employment and include: For-profit business (other than agriculture) are liable if they pay at least \$1,500 in gross wages in a single calendar quarter or if they have at least one worker performing service in each of 20 weeks out of a calendar year; Agriculture employers are liable if they pay at least \$20,000 in gross wages in a single calendar quarter or if they have at least ten workers performing service in each of 20 weeks out of a calendar year; Domestic employers (work performed in a private home, including baby-sitting or care for the elderly or sick) are liable if they pay at least \$1,000 in gross wages in a single calendar quarter; Acquisition of all or part of an existing business (which is already liable for Unemployment Insurance) are generally automatically liable as a SUCCESSOR employer; State or local government employer are liable for any employment excluding elected officials and certain other exclusions; Federal and out-of-state businesses are liable in Kentucky if they are liable in another state or liable for federal unemployment tax; and Previous liability in Kentucky if a person has not sold their former business or otherwise terminated their account, they are automatically liable upon resuming employment.

Interviews

A stratified random sample of participants was drawn for interviews. Drug Court clients were divided into subgroups or strata including: early terminators, late terminators, and graduates by each site. After compiling a list of each subgroup by site, there were a total of 9 separate lists. A random number table was used to select clients from each list for the project sample. Over sampling was used since there was no locator information for the Drug Court study sample (see Table 26). Face-to-face interviews with 61 graduates and 75 terminators took approximately one hour each to complete and were conducted between October 2000 and May 2001 (see Table 27) (see Appendix D for the interview instrument).

Information about participants from the random list was collected in a number of ways. First, the Kentucky VINE (Victim Information and Notification Everyday) line, operated by the Kentucky Department of Corrections, was used. This database is updated several times per day and accessible by a toll-free number or through the World Wide Web. The VINE line makes available the location of a person incarcerated or jailed in Kentucky and their projected date of exit from incarceration. Individuals may be searched by inmate identification number, arrest date, or inmate name. After determining which individuals were currently incarcerated and where, the next step was to locate individuals not currently incarcerated. Initial information from the intake and client records was first examined. If that information was no longer accurate, Drug Court staff was asked if they had any updated information regarding the particular selected individuals.

Drug Court staff in Fayette and Warren counties provided useable locator information about graduates from their respective program. All graduates from the probation track of the Fayette Drug Court are required to check in with Drug Court staff once a year during the months of June or July. The staff member then records their current phone number and address. Graduates from the Warren Drug Court remain on probation after program completion. Therefore, Fayette and Warren Drug Court staff had the most current information on this sub-group of clients.

In cases where no information was identified using the strategies listed above, the Department of Motor Vehicles (DMV) was used. If the client owned a car or had ever been issued a driver's license or state ID card, the Department of Motor Vehicles provided addresses. The DMV reports supplied one or more addresses, each associated with a date when (1) a license was renewed or issued, or (2) an accident or incident was reported. The report also provided the client's birth date, driver's license or ID number, and date of expiration. Locator information was also collected from the Fayette and Warren probation offices. Information was obtained for those clients currently on probation and the information included the client's current address and phone number.

The final steps implemented to find locator information on the study sample included using the World Wide Web and using the phone company directory. The website www.555-1212.com is a database of phone numbers and addresses. The researchers used this website to obtain the phone numbers for clients at the address given by the DMV. Reverse look up was used to obtain phone numbers for addresses supplied through other sources and names were searched to find phone numbers linked to those names. Information services from the phone company was used to obtain more updated telephone numbers.

Table 26 displays the total sample drawn, the number of completed interviews, the refusal rates, the number of individuals for which no correct information could be located, and the group of individuals that either never responded to mailings or phone calls (and it was never brought to our attention that we had the incorrect information) or individuals who were never interviewed due to scheduling difficulties for both the graduates and the terminators. Only 4% overtly refused to participate while a much larger percent either did not respond to contact attempts or were not able to schedule an interview due to time conflicts (46%). About 40% of the random sample completed interviews.

Table 27 shows the distribution of those who completed the interview by site and program status. More of the sample came from Fayette Drug Court participants. This was primarily due to better contact information obtained on individuals from that program.

Table 26. Interview Sample Statistics

	GRADUATES	TERMINATORS	TOTAL
Refused	10 (7%)	5 (2%)	15 (4%)
No information/could not find	14 (10%)	27 (13%)	41 (11%)
No response or no scheduled interview	59 (41%)	107 (50%)	166 (46%)
Completed	61 (42%)	75 (35%)	136 (40%)
Total	144	214	358

Table 27. Interview Sample by Drug Court Program Status and Site

	GRADUATES	TERMINATORS	TOTAL
Fayette	33	33	66
Jefferson County	18	19	37
Warren	10	23	33
Total	61	75	136

Program Costs

Program Costs. The Drug Abuse Treatment Cost Analysis Program (DATCAP) is a cost data collection instrument and interview guide designed to be used in a variety of medical treatment and social service settings (French, 1999; French et al., 1997; French et al., 1992). The DATCAP collects and organizes detailed information on the resources used in service delivery and their associated dollar costs. Resource categories include client, personnel, supplies and materials, contracted services, buildings and facilities, equipment, and miscellaneous items. The DATCAP also collects information on program revenues and client caseflows. Two types of measures are obtained with the DATCAP: accounting costs and economic costs. *Accounting costs* are the value of those resources that the treatment program has to pay for directly through “out-of-pocket” expenditures. *Economic costs* are the full value of all resources (i.e., opportunity costs) regardless of whether a direct expenditure is involved. In general, economic costs are equal to accounting costs plus the incremental value of those resources that are partially subsidized or used free of charge by the treatment program. The DATCAP results include cost estimates for individual cost categories as well as for the program as a whole. Using client caseflow data, the DATCAP also generated average cost estimates, which represent the cost of providing uninterrupted treatment services to a single client for one week. In addition, based on length-of-stay projections, the DATCAP also computes the average cost for a single treatment episode (see Appendix E for a copy of the DATCAP).

Avoided Costs. A cost analysis was conducted to determine approximate data on how much specific crimes and criminal justice services cost. Final cost estimates used for this study are displayed in Table 28. A literature review was done to find relevant articles on cost analysis. Thirteen different sources were used to compile figures used in the report. If published statistics were unavailable, key informants were contacted in their specific area of expertise to get estimates. General arrest and conviction rates were based on Finigan (1999), which were estimated in 1997 dollars and adjusted to 1999 dollars. Costs were converted to 1999 dollars using the Woodrow Federal Reserve Bank of Minneapolis CPI Calculator (<http://minneapolisfed.org/economy/calc/cpihome.html>). Incarceration costs including jail, prison, and probation/parole supervision costs were obtained from the Kentucky Department of Corrections. Injury and non-injury accident data were obtained from Miller, Lestina, and Spicer (1998) and were converted to 1999 dollars as described above (initially estimated in 1995 dollars). Fiscal Year 2000 mental health inpatient and outpatient costs were obtained from the Kentucky Department for Mental Health, Division of Administrative and Financial Management, Cabinet for Health Services. Violation, EPO, and DVO costs were estimated using current experts in the field. The estimates are detailed in Appendix F along with specific data from the literature review regarding each cost.

Table 28. Final Study Cost Estimates for Avoided Costs to Society Analysis.

	ARREST	CONVICTION	V/O ESTIMATES	COST OF EPO/DVO
General amounts	\$3,157.61	\$7,548.38		
Violation costs			\$29.85	
EPO				\$3007.73
DVO				\$3,033.62
	DAILY RATE		ANNUAL RATE	
Jail		\$26.30		\$9,599.50
Prison		\$40.25		\$14,691.25
Probation/Parole		\$3.39		\$1,237.35
Non-injury accident		\$1,760.01		
Inpatient mental health		\$100.88		
Outpatient mental health		\$104.30		

Analysis Procedure

Before Drug Court. Early and late termination was examined; however, there were minimal differences between the two groups. Thus, for the majority of the analysis early and late termination groups were collapsed.

Proportions and means were reported for the graduate, terminator, and assessed groups separately for the 1997/1998 and the 1995/1996 exit groups. Chi Squares and Analysis of Variance (ANOVAs) were used to examine significant differences by group. In addition, program participants (graduates and terminators) were compared with the non-program participants for differences on demographic and criminal justice variables before the Drug Court program assessment. Chi squares and ANOVAs were used to examine differences related to program entry.

During Drug Court. Chi Squares were used to examine group differences on outcome measures during the Drug Court program. The descriptive information is presented for the 1997/1998 and the 1995/1996 exit groups separately. Logistic Regression was then used to determine significant differences by group (graduates versus terminators) on selected outcome variables while controlling for demographic and criminal justice involvement information before entering the Drug Court program. Further, time in treatment was examined for terminators using correlational analysis.

12 Months After Drug Court and After the 12-Month Period. Frequencies are presented for the three groups on the outcome variables after exiting, graduating, or being assessed for the Drug Court program. The frequencies are presented separately for the 1997/1998 and the 1995/1996 exit groups. Next, logistic regression was used to determine significant differences for whether the outcome is more likely to occur in one group compared to another during the specific time period (12-months after the criterion date and after the 12-month period). The logistic regression model included demographic (age, race, gender, site, and exit year) and criminal justice involvement (any prison before Drug Court, any parole before Drug Court, any felony convictions, any misdemeanor convictions, any other convictions, any violations before entering Drug Court, days of incarceration—jail and prison) as control variables. Analysis of Covariance (ANCOVA) was used to examine continuous variables using the same demographic and criminal justice involvement variables as controls or covariates.

Interview Data. Interview data was analyzed using Chi Squares for categorical information and ANOVAs for continuous information. A Multivariate Analysis of Variance (MANOVA) was used to examine drug use information.

Cost Data. The DATCAP was analyzed using the Drug abuse treatment cost analysis program (DATCAP): Program Version, Sixth Edition, developed by French at the University of Miami.

Avoided Costs to Society. The avoided costs to society analysis used Probit and Tobit procedures. This analysis is more specifically described in the avoided costs to society results section.

Method Summary

This multi-method evaluation began in November 1999 and ended with the analysis in June 2001. The total study sample included 745 Drug Court participants from three Drug Court programs. The evaluation utilized many secondary data sets including: client files (intake assessment information and in-program progress data), ORION (prison and parole information), local jails (jail information), probation supervision (local probation office data), CourtNet (charge and conviction data), NCIC (out-of-state charges), EPO/DVO petitions, mental health service utilization, traffic accidents, child support collections, and Department of Employment Services (DES) employment data on quarterly earnings. This evaluation also included face-to-face interviews with a random sample of 136 graduates and terminators. In addition, program costs were estimated using a scientifically based instrument, the DATCAP. Avoided costs to society were estimated using cost estimates from the literature, or cost estimates developed specifically for this project using key informants. Avoided costs to society were analyzed using Tobit and Probit analysis.

Results

Before Drug Court

Intake Assessment. Because all three sites had different intake data information, only key variables were analyzed. Although two of the sites used the ASI for intake assessment, they were not consistent in how the information was completed. The key variables analyzed were demographic and substance use indicators which were more consistent across all three sites and included: age, race, gender, marital status, 30 day drug and alcohol use, and main problem substance. Even though these variables were determined to be key intake variables across all three sites, there was missing information for each of the key variables.

The intake information for the 1997 and 1998 groups only had a few significant differences (Table 29). Graduates were significantly older than the terminators and the assessed group. Graduates were also less likely to be employed part-time and more likely to have indicated that cocaine was their main drug of choice compared to the other two groups. However, not all participants had information available on employment status at intake.

In general the average age at intake was 33 years old, 73% were male, 65% were African American, 34% were white, 61% were never married, and 17% were not employed at the time of assessment. About 40% of the clients indicated cocaine was their main substance, 17% indicated marijuana was their main substance, while 27% indicated they used multiples substances as their main substance of abuse.

Table 30 shows the intake information for the 1995 and 1996 groups. There was one significant difference by group—average days of substance use in the 30 days prior to the intake assessment. Graduates reported fewer days, on average, of substance use than the other two groups.

In general, clients in the 1995 and 1996 exit groups were 32 years old, 72% male, 72% African American, 27% white, 53% had never been married, and 12% were not employed at the time of the intake assessment. Over half of the clients indicated cocaine was their main substance of abuse, 20% indicated marijuana was their main substance of abuse, and 11% indicated they used multiple substances as their main substance of abuse.

Table 29. Overall Sample Characteristics at Program Intake/Assessment 1997-1998

1997-1998 SAMPLE	GRADUATES (N=189)	TERMINATORS (N=283)	ASSESSED (N=114)	DF	F OR X²
Average age	34	32	32	2, 583	4.4*
% Male	69.8%	73.9%	74.6%		
% African American	63%	68.1%	59.6%		
% White	36.5%	31.2%	38.6%		
% Never Married	54.2%	62.1%	69.5%		
% Married	13%	17%	12%		
% Not employed	11.7%	17.4%	22.5%		
% Employed full time	74.5%	58.4%	61.8%		
% Employed part time	13.8%	24.2%	15.7%	4	13.2*
% Cocaine is main substance	46.6%	37.7%	23.5%	2	8.8*
% Marijuana is main substance	15.1%	18.8%	11.8%		
% Multiple drug use is problem	21.2%	29.8%	33.3%		
Average # days used substance past 30	8.5	7.6	9.5		

*p<.05

Table 30. Overall Sample Characteristics at Program Intake/Assessment 1995-1996

1995-1996 SAMPLE	GRADUATES (N=33)	TERMINATORS (N=88)	ASSESSED (N=38)	DF	F OR X²
Average age	35	32	32		
% Male	84.8%	67%	73.7%		
% African American	57.6%	78.4%	71.1%		
% White	42.4%	21.6%	26.3%		
% Never Married	37.9%	63.8%	41.2%		
% Married	24%	17%	18%		
% Not employed	0%	16.4%	12.5%		
% Employed full time	89.7%	68.5%	75%		
% Employed part time	10.3%	15.1%	12.5%		
% Cocaine is main substance	48.3%	61%	47.2%		
% Marijuana is main substance	24.1%	18.2%	22.2%		
% Multiple drug use is problem	13.8%	6.5%	16.7%		
Average # days used substance past 30	8.5	14.4	13.6	2, 156	3.1*

*p<.05

Criminal Justice and Supplemental Data. Table 31 shows that there were significant differences between graduates, terminators, and the assessed group before entering or being assessed for the Drug Court program. Specifically, there were significant differences between groups for the 1997 and 1998 exit groups for felony, misdemeanor, and other convictions. When type of conviction was examined, there were significant differences on a number of different types of felony and misdemeanor convictions including property, drug possession, violent crimes, alcohol crimes, non-support payment, and traffic crimes. In addition, there were significant differences for traffic, probation, and other drug violations between the three groups. There were also significant differences in EPO and DVO petitions by groups. Further, graduates made more money reported to Unemployment Insurance office compared to the other two groups.

Table 32 shows the differences between graduates, terminators and the assessed group for the early exit groups. Although there were fewer significant differences, there were similar trends with significant differences between groups for felony and misdemeanor convictions before participants entered the Drug Court Program. Specifically, fewer graduates had felony drug possession convictions, other drug misdemeanor convictions, misdemeanor weapon convictions, and miscellaneous other misdemeanor convictions compared to terminators and the assessed group.

Table 31. Differences in Criminal Justice and Supplemental Data by Group Before Drug Court
1997-1998

1997-1998 SAMPLE	GRADUATES (N=189)	TERMINATORS (N=283)	ASSESSED (N=114)	DF	F ORX ²
Prison	10.6%	12.4%	7.0%		
On parole	2.6%	2.5%	3.5%		
Felony conviction	54%	78.1%	73.7%	2	32.3**
Misdemeanor conviction	67.2%	82.7%	88.6%	2	24.4**
Violation	55%	60.8%	68.4%		
Other conviction	12.2%	21.9%	44.7%	2	42.8**
Significant convictions by type					
Felony property	14.3%	20.8%	28.1%	2	8.6*
Felony drug possession	27.5%	43.8%	33.3%	2	13.6**
Felony violent ineligible	2.1%	3.2%	8.8%	2	9.2*
Felony other	4.2%	12%	14.9%	2	11.3**
Misdemeanor property	27.5%	29%	43%	2	9.3*
Misdemeanor alcohol	10.1%	16.6%	24.6%	2	11.2**
Misdemeanor other drug	27.5%	38.9%	36.8%	2	6.7*
Misdemeanor violent eligible	10.1%	14.5%	21.1%	2	7*
Misdemeanor violent ineligible	0%	.4%	7%	2	28.2**
Misdemeanor non-support	1.1%	4.6%	11.4%	2	16.8**
Misdemeanor traffic	14.3%	30.4%	43%	2	31.3**
Misdemeanor other	20.1%	35.3%	49.1%	2	28.3**
Violation-other drug	.5%	4.9%	2.6%	2	7.5*
Violations-traffic	39.7%	40.6%	53.5%	2	6.6*
Violation-probation	11.6%	21.9%	43.9%	2	42.1**
Supplemental Data					
EPO	12.7%	17.3%	25.4%	2	8*
DVO	12.2%	17.3%	25.4%	2	8.8*
Unemployment Insurance Reported Wages	\$19,616.02	\$8,605.39	\$11,799.83	2, 511	13.5**

*p<.05 **p<.01

Table 32. Differences in Criminal Justice and Supplemental Data by Group Before Drug Court 1995-1996

1995-1996 SAMPLE	GRADUATES (N=33)	TERMINATORS (N=88)	ASSESSED (N=38)	DF	F OR X ²
Prison	9.1%	9.1%	5.3%		
On parole	6.1%	3.4%	0%		
Felony conviction	27.3%	60.2%	76.3%	2	18.1**
Misdemeanor conviction	12.1%	46.6%	63.2%	2	19.5**
Violation	12.1%	33%	26.3%		
Significant convictions by type					
Felony drug possession	9.1%	35.2%	55.3%	2	16.7**
Misdemeanor other drug	3%	17%	26.3%	2	7.1*
Misdemeanor weapon	0%	0%	5.3%	2	6.5*
Misdemeanor other	0%	12.5%	23.7%	2	9*
Supplemental Data					
EPO	0%	4.5%	5.3%		
DVO	0%	4.5%	2.6%		

*p<.05 **p<.01

Program versus Non-program Participant Differences. When the 1997 and 1998 exit groups were examined for differences between program participants and those who did not enter the program, no differences emerged for any demographic variables including age, race, gender, employment status, marital status, or days of substance abuse (see Table 33). When individuals were asked about their main substance of abuse, non-Drug Court clients were more likely to indicate alcohol was a problem compared to Drug Court clients. Drug Court clients were significantly more likely to indicate cocaine was a problem compared to non-Drug Court clients.

Program participants were less likely to have had misdemeanor and other convictions overall than non-program participants. When the type of conviction was examined there were a number of felony and misdemeanor conviction differences as well as differences for violations.

When the 1995 and 1996 exit groups were examined for differences between program participants and non-program participants, no differences emerged for any demographic variables (see Table 34). There were no differences in main substance of abuse. There were also no significant differences for EPO/DVO petitions, incarceration, or parole for program participants and non-program participants. There were no differences in proportions of participants and non-participants for other convictions or violations. The only significant differences were in proportions of groups that had felony convictions and misdemeanor convictions. There were also a few differences in type of conviction with fewer program participants that had felony drug possession, misdemeanor weapon convictions, and other misdemeanor convictions than non-program participants.

Table 33. Significant Differences by Program and Non-Program Groups 1997-1998

1997-1998 SAMPLE	PROGRAM (N=472)	ASSESSED (N=114)	DF	Z OR X ²
Alcohol	8.9%	23.5%		3.1**
Cocaine	41.5%	23.5%		2.5*
Misdemeanor conviction	76.5%	88.6%	2	8.1**
Other conviction	18%	44.7%	2	36.8**
Significant convictions by type				
Felony property	18.2%	28.1%	2	5.5*
Felony violent ineligible	2.8%	8.8%	2	8.8**
Misdemeanor property	28.4%	43%	2	9.1*
Misdemeanor alcohol	14%	24.6%	2	7.6**
Misdemeanor violent eligible	12.7%	21.1%	2	5.2*
Misdemeanor violent ineligible	.2%	7%	2	28.1**
Misdemeanor non-support	3.2%	11.4%	2	13.7**
Misdemeanor traffic	23.9%	43%	2	16.6**
Misdemeanor other	29.2%	49.1%	2	16.4**
Violations-traffic	40.3%	53.5%	2	6.7*
Violation-probation	17.8%	43.9%	2	35.4**
Supplemental Data				
EPO	15.5%	25.4%	2	6.4*
DVO	15.3%	25.4%	2	6.7*

*p<.05 **p<.01

Table 34. Significant Differences by Program and Non-Program Groups 1995-1996

1995-1996 SAMPLE	PROGRAM (N=121)	ASSESSED (N=38)	DF	F OR X ²
Felony conviction	51.2%	76.3%	2	7.4**
Misdemeanor conviction	37.2%	63.2%	2	7.9**
Significant convictions by type				
Felony drug possession	28.1%	55.3%	2	9.4**
Misdemeanor weapon	0%	5.3%	2	6.5*
Misdemeanor other	9.1%	23.7%	2	5.6*

*p<.05 **p<.01

During Drug Court

In-Program Progress Data Results. In-program progress data were collected from client files. Data were not consistently recorded by Drug Court staff either within or across sites. For the variables that were included in the analysis, data were incomplete, thus the total number of cases for which data were available is listed as percentages in Tables 35 and 36.

There were significant differences between groups on a number of indicators during the Drug Court program, as Table 35 shows. In Phase I, graduates were less likely to have had initial jail time, to have had a positive urine screen, to have had any sanction, and to have been incarcerated than terminators. For Phase II, graduates were less likely to have had a positive urine screen, any sanctions, and to have been incarcerated than late terminators.

There were trends for the 1995 and 1996 groups that were similar to the 1997 and 1998 groups with graduates being significantly less likely to have missed urine drops and to have had positive urine screens in Phase I (see Table 36). Phase II results also show that graduates were less likely to have missed urine screens, to have had positive urine screens, to have had any sanction, and to have been incarcerated compared to late terminators.

Table 35. In-Program Progress Data 1997-1998

1997-1998 SAMPLE	GRADUATES (N=189)	LATE TERMINATORS (N=153)	EARLY TERMINATORS (N=130)	DF	X ²
Had initial jail time	15.5% (n=142)	32.1% (n=134)	35% (n=117)	2	15.2**
Missed urine drops in Phase I	33.2% (n=184)	41.7% (n=144)	43.3% (n=120)		
Positive urine screen in Phase I	42.4% (n=184)	72.9% (n=144)	73.9% (n=119)	2	43.6**
Any sanction in Phase I	37.7% (n=183)	53.4% (n=133)	45.1% (n=113)	2	7.7*
Community service sanction in Phase I	7.7% (n=181)	8.3% (n=132)	8.8% (n=113)		
Incarceration sanction in Phase I	31.5% (n=181)	50.8% (n=132)	38.9% (n=113)	2	11.9**
Missed urine drops in Phase II	44.6% (n=184)	40.8% (n=125)			
Positive urine screen in Phase II	31.5% (n=184)	58.4% (n=125)		1	22**
Any sanction in Phase II	24% (n=183)	44.2% (n=113)		1	13.2**
Community service sanction in Phase II	9.9% (n=182)	4.4% (n=113)			
Incarceration sanction in Phase II	15.4% (n=182)	39.8% (n=113)		1	22.4**

*p<.05 **p<.01

Table 36. In-Program Progress Data 1995-1996

1995-1996 SAMPLE	GRADUATES (N=33)	LATE TERMINATORS (N=38)	EARLY TERMINATORS (N=50)	DF	X ²
Initial jail time	6.7% (n=2)	2.9% (n=1)	14.3% (n=6)		
Missed urine drops in Phase I	32.3% (n=31)	58.3% (n=36)	75% (n=44)	2	13.6**
Positive urine screen in Phase I	43.3% (n=30)	83.3% (n=36)	86.4% (n=44)	2	19.6**
Any sanction in Phase I	6.5% (n=31)	5.7% (n=35)	11.6% (n=43)		
Incarceration sanction in Phase I	3.3% (n=30)	5.7% (n=35)	11.6% (n=43)		
Missed urine drops in Phase II	54.8% (n=31)	87.1% (n=31)		1	7.8**
Positive urine screen in Phase II	51.6% (n=31)	83.9% (n=31)		1	7.4**
Any sanction in Phase II	6.5% (n=31)	35.5% (n=31)		1	7.9**
Incarceration sanction in Phase II	3.3% (n=30)	35.5% (n=31)		1	10**

*p<.05 **p<.01

Criminal Justice and Supplemental Data. As Table 37 indicates, more terminators from the 1997 and 1998 exit groups had felony, misdemeanor, and other convictions than graduates. When type of conviction was examined by group during the Drug Court program, property crimes, other drug crimes, traffic offenses, and probation violations were higher among terminators than graduates. Also, graduates had a significantly higher reported wages according to the Unemployment Insurance data, during Drug Court, than terminators.

For the 1995 and 1996 exit groups, there were no significant differences for convictions by group during the Drug Court program (see Table 38).

Logistic regressions were used to analyze differences among the total sample of graduates and terminators while controlling for demographic (age, race, gender, site, and exit year) and criminal justice involvement (any prison before Drug Court, any parole before Drug Court, any felony convictions, any misdemeanor convictions, any other convictions, and any violations before entering Drug Court) variables. As Table 39 shows, being a terminator was significantly and positively associated with felony convictions, misdemeanor convictions, and other convictions during the Drug Court program. Being a terminator was significantly and negatively associated with violations during the Drug Court program (i.e., graduates were more likely to have violations such as traffic violations).

Table 37. Differences in Criminal Justice and Supplemental Data by Group During Drug Court 1997-1998

1997-1998 SAMPLE	GRADUATES (N=189)	TERMINATORS (N=283)	DF	F ORX²
Felony conviction	2.6%	13.1%	1	15.2**
Misdemeanor conviction	11.6%	28.3%	1	18.5**
Violation	27%	19.8%		
Other conviction	1.6%	18.4%	1	31**
Significant convictions by type				
Misdemeanor property	1.1%	4.9%	1	5.2*
Misdemeanor other drug	.5%	4.9%	1	7.2**
Misdemeanor traffic	4.2%	11.7%	1	7.9**
Misdemeanor other	3.2%	8.1%	1	4.8*
Violations-traffic	24.3%	14.1%	1	7.9**
Violation-probation	1.6%	18%	1	30.2**
Supplemental Data				
EPO	3.2	2.5		
DVO	3.2	2.5		
Unemployment Insurance Reported Wages	\$14,051.53	\$2,103.74	2, 417	134**

*p<.05 **p<.01

Table 38. Differences in Criminal Justice and Supplemental Data by Group During Drug Court 1995-1996

1997-1998 SAMPLE	GRADUATES (N=33)	TERMINATORS (N=88)	DF	F ORX ²
Felony conviction	6.1%	9.1%		
Misdemeanor conviction	12.1%	13.6%		
Violation	18.2%	15.9%		
Other conviction	0%	6.8%		
Supplemental Data				
EPO	0%	1.1%		
DVO	0%	1.1%		

*p<.05 **p<.01

Table 39. Logistic Regressions for Criminal Justice and Supplemental Data

	B	SE	WALD	ODDS RATIO
Felony conviction	1.5	.44	11.63**	4.45
Misdemeanor conviction	1.03	.262	15.3**	2.79
Violation	-.475	.229	4.32*	.622
Other conviction	2.38	.612	15.13**	10.82

*p<.05 **p<.01

Time in Treatment Analysis. Days in the Drug Court program and outcomes were examined using correlations. Specifically, days to first felony arrest, days to first misdemeanor arrest; the number of felony convictions, misdemeanor convictions, other convictions; violations; and the number of felony and misdemeanor charges for both the 12-month period and after the 12-month period were correlated with the number of days in the Drug Court program for terminators. As Table 40 shows, there were few significant correlations at either the .05 or the .01 level of significance, indicating that time in treatment had some impact on criminal justice involvement after exit from Drug Court. In general, time in the Drug Court program was associated with fewer misdemeanor convictions during the 12-month period; and fewer misdemeanor and felony charges and convictions after the 12-month period for the 1995 and 1996 exit groups. Further, time in treatment was associated with fewer felony and other convictions and felony charges during the 12-month period, and fewer misdemeanor and other convictions after the 12-month period for the 1997 and 1998 exit groups.

Table 40. Days in Drug Court Correlations with Criminal Justice Involvement

	DAYS IN DRUG COURT 1995-1996 SAMPLE	DAYS IN DRUG COURT 1997-1998 SAMPLE
Days to first felony arrest	-.098	-.074
Days to first misdemeanor arrest	-.031	-.005
12 Months After Drug Court		
Felony conviction	-.089	-.064
Misdemeanor conviction	-.221*	-.122**
Violation conviction	.085	.063
Other conviction	-.15	-.129**
Felony charges	-.175	-.092*
Misdemeanor charges	-.097	-.040
After 12 Month Period		
Felony conviction	-.232*	-.014
Misdemeanor conviction	-.277**	-.112*
Violation conviction	.12	.010
Other conviction	-.051	-.092*
Felony charges	-.232*	-.03
Misdemeanor charges	-.197*	-.049

*p<.05 **p<.01

12-Months After Drug Court Exit/Assessment

Table 41 displays the descriptive information for the outcome variables by group for graduates, terminators, and the assessed group, who exited or was assessed in 1997 and 1998. Table 42 displays descriptive information for the three groups who exited or were assessed in 1995 and 1996.

Table 43 shows the results of the logistic regression for graduates compared with the assessed group on the full sample while controlling for demographic (age, race, gender, site, and exit year) and criminal justice involvement (any prison before Drug Court, any parole before Drug Court, any felony convictions, any misdemeanor convictions, any other convictions, any violations before entering Drug Court, days of incarceration—jail and prison—during the 12-months after criterion date) variables prior to entering the Drug Court program. There were significant associations for graduate status and specific outcome variables. Specifically, graduates were less likely to be in prison or jail, less likely to enter into a new probation period, less likely to have felony, misdemeanor, and other convictions, less likely to have felony and misdemeanor charges, and less likely to use inpatient mental health services in the 12 months after graduating than the assessed group.

Table 44 shows the results of the logistic regression for terminators versus the assessed group on the full sample, while controlling for demographic and criminal justice involvement prior to entering the program. The number of days in the Drug Court program was used as an additional control variable in this analysis. There was only one significant difference. Termination status was significantly and positively associated with prison in the 12 months after exiting from the program. Terminators may have been more likely to have been in prison because of the sentence imposed for terminating from the Drug Court program.

Table 45 shows the adjusted means on selected outcome variables for the full sample. Means were adjusted using the same demographic and criminal justice involvement variables described above as covariates. Graduates were in prison and jail fewer days than the other two groups; had less days of probation supervision; had less felony, misdemeanor, and other convictions; and had less felony charges than the terminators or the assessed group in the 12-months after exiting the Drug Court program. Graduates had significantly more days to the first misdemeanor charge, but had significantly fewer days to the first felony charge than the other two groups. Graduates also made significantly more money than the other two groups during this time period.

Table 41. Differences in Criminal Justice and Supplemental Data by Group 12-Months
After Drug Court 1997-1998

1997-1998 SAMPLE	GRADUATES (N=189)	TERMINATORS (N=283)	ASSESSED (N=114)
Prison supervision	1.6%	51.6%	40.4%
Jail supervision	15.9%	57.2%	50%
Parole supervision	0%	4.9%	6.1%
Probation supervision	29.6%	40.3%	37.7%
On probation at exit	28%	32.5%	15.8%
Enter a new probation period	1.1%	7.4%	21.9%
Felony conviction	3.7%	11%	13.2%
Misdemeanor conviction	10.6%	27.9%	31.6%
Violation	26.5%	14.1%	20.2%
Other conviction	2.6%	26.9%	21.9%
Felony charge	8.5%	19.4%	22.8%
Misdemeanor charge	23.8%	39.2%	42.1%
Out-of-State Charges	.5%	1.1%	1.8%
Supplemental Data			
EPO	2.6%	3.5%	3.5%
DVO	3.2%	3.9%	3.5%
Mental Health Service Utilization from FY 1998-FY 2000—in patient	3.2%	8.8%	18.4%
Mental Health Service Utilization from FY 1998-FY 2000—out patient	10.6%	14.5%	20.2%
Traffic Accidents	9.5%	2.1%	5.3%

Table 42. Differences in Criminal Justice and Supplemental Data by Group 12-Months After Drug Court 1995-1996

1995-1996 SAMPLE	GRADUATES (N=33)	TERMINATORS (N=88)	ASSESSED (N=38)
Prison supervision	6.1%	30.7%	15.8%
Jail supervision	6.1%	61.4%	60.5%
Parole supervision	0%	9.1%	2.6%
Probation supervision	21.2%	42%	36.8%
On probation at exit	18.2%	26.1%	23.7%
Enter a new probation period	3%	15.9%	13.2%
Felony conviction	0%	21.6%	21.1%
Misdemeanor conviction	0%	22.7%	34.2%
Violation	24.2%	14.8%	7.9%
Other conviction	0%	9.1%	13.2%
Felony charge	3%	36.4%	36.8%
Misdemeanor charge	0%	38.6%	50%
Out-of-State Charges	3%	4.5%	7.9%
Supplemental Data			
EPO	0%	0%	0%
DVO	0%	0%	0%
Mental Health Service Utilization from FY 1998-FY 2000—in patient	0%	13.6%	7.9%
Mental Health Service Utilization from FY 1998-FY 2000—out patient	9.1%	20.5%	7.9%
Traffic Accidents	0%	2.3%	7.9%

Table 43. Logistic Regressions for Criminal Justice and Supplemental Data Graduates versus Assessed 12-Months After Drug Court

	B	SE	WALD	ODDS RATIO
Prison	-3.07	.56	31.45**	.05
Jail	-1.92	.30	40.16**	.15
Parole	-9.18	41.8	.05	0
Probation	-.37	.33	1.25	.69
Enter a new probation period	-3.21	.70	21.32**	.04
Felony conviction	-2.16	.59	13.51**	.12
Misdemeanor conviction	-1.77	.374	22.25**	.17
Violation	.29	.35	.67	1.34
Other conviction	-2.26	.60	14.1**	.11
Felony charges	-1.53	.42	13.38**	.22
Misdemeanor charges	-1.61	.32	25.29**	.20
Out-of-state charges	-1.48	1.1	1.98	.23
Supplemental Data				
EPO	-1.39	.87	2.56	.25
DVO	-1.1	.84	1.63	.34
Inpatient Mental Health Service Utilization	-2.3	.56	17.17**	.10
Outpatient Mental Health Service Utilization	-.31	.42	.55	.74
Accidents	-.04	.54	.005	.96

*p<.05 **p<.01

Table 44. Logistic Regressions for Criminal Justice and Supplemental Data Terminators versus Assessed 12-Months After Drug Court

	B	SE	WALD	ODDS RATIO
Prison	1.94	.66	8.7**	6.95
Jail	.52	.40	1.6	1.7
Probation	.11	.43	.07	1.12
Enter a new probation period	.043	.71	.004	1.04
Felony conviction	-.43	.51	.69	.65
Misdemeanor conviction	-.66	.44	2.28	.52
Violation	.42	.69	.36	1.52
Other conviction	.45	.67	.44	1.57
Felony charges	-.001	.001	.60	.69
Misdemeanor charges	-.34	.41	.68	.71
Out-of-state charges	1.50	1.37	1.20	4.5
Supplemental Data				
EPO	-2.07	1.48	1.97	.13
DVO	-1.84	1.4	1.74	.16
Inpatient Mental Health Service Utilization	.65	.67	.93	1.92
Outpatient Mental Health Service Utilization	.36	.64	.31	1.4
Accidents	-1.0	1.3	.59	.37

**p<.01

Table 45. Adjusted Means by Group for Selected Outcome Measures 12-Months After
Drug Court

	GRADUATES	TERMINATORS	ASSESSED	DF	F
Prison	13.7	102.7	80.4	2, 721	44.8**
Jail	5.7	31.96	31.81	2, 721	16.4**
Probation	38.5	61.1	76.7	2, 720	4.4*
Felony conviction	0	.19	.46	2, 720	7.16**
Misdemeanor conviction	.11	.45	.47	2, 720	10.67**
Violation	.40	.22	.28	2, 720	2.9
Other conviction	0	.24	.20	2, 720	5.03**
Felony charges	.29	.67	1.06	2, 720	5.85**
Misdemeanor charges	.87	1.3	.95	2, 720	2.2
Days to first felony charge	84.4	141.3	105.29	2, 721	4.2*
Days to first misdemeanor charge	177.14	184.91	103.47	2, 721	4.7**
Supplemental Data					
Inpatient Mental Health Service Utilization	1.4	4.1	3.1	2, 720	.77
Outpatient Mental Health Service Utilization	2.1	2.7	4.6	2, 720	1.3
Child Support—1999 and 2000	-\$2,490.67	-\$3,569.73	-\$3,021.84	2, 245	.47
UI	\$11,529.50	\$2,861.45	\$3,196.39	2, 627	44.67**

*p<.05 **p<.01

After the 12-Month Period

Tables 46 and 47 display the descriptive information for graduates, terminators, and the assessed groups for the 1997/1998 and 1995/1996 exit groups during the period of time after the 12-month period. This period varies depending on the exit year. However, for the 1995/1996 exit group, there was an average time period of three years and for the later (1997/1998) exit group, there was an average of 1 year.

Table 48 shows the results of the logistic regression analysis for graduates versus terminators controlling for demographic and criminal justice involvement variables. Graduate status was significantly and negatively associated with prison, other convictions, and out-of-state charges.

Table 49 shows the results of the logistic regression analysis for terminators during this time period. There were no significant results.

Table 50 displays the adjusted means and significance of those means by group. Results indicate that graduates had significantly fewer days in prison and jail, and had fewer other convictions than the other two groups. Graduates also made significantly more money during this time period than the other two groups.

Table 46. Differences in Criminal Justice and Supplemental Data by Group After the 12-Month Period 1997-1998

1997-1998 SAMPLE	GRADUATES (N=189)	TERMINATORS (N=283)	ASSESSED (N=114)
Prison supervision	2.6%	55.5%	42.1%
Jail supervision	21.2%	38.9%	34.2%
Parole supervision	0%	12.4%	18.4%
Probation supervision	28.6%	36.4%	32.5%
Enter a new probation period	2.1%	6.7%	1.8%
Felony conviction	3.2%	7.4%	3.5%
Misdemeanor conviction	12.2%	22.6%	21.1%
Violation	15.3%	12.4%	19.3%
Other conviction	.5%	2.8%	9.6%
Felony charge	10.6%	21.2%	16.7%
Misdemeanor charge	19%	32.2%	30.7%
Out-of-State Charges	0%	2.1%	1.8%
Supplemental Data			
EPO	4.2%	5.7%	7.9%
DVO	5.3%	6.4%	7.9%
Traffic Accidents	6.9%	4.6%	7%

Table 47. Differences in Criminal Justice and Supplemental Data by Group After the 12-Month Period 1995-1996

1995-1996 SAMPLE	GRADUATES (N=33)	TERMINATORS (N=88)	ASSESSED (N=38)
Prison supervision	6.1%	38.6%	47.4%
Jail supervision	30.3%	77.3%	65.8%
Parole supervision	0%	15.9%	13.2%
Probation supervision	21.2%	40.9%	34.2%
Enter a new probation period	3%	8%	18.4%
Felony conviction	9.1%	25%	39.5%
Misdemeanor conviction	27.3%	53.4%	47.4%
Violation	36.4%	31.8%	34.2%
Other conviction	0%	8%	18.4%
Felony charge	15.2%	42%	44.7%
Misdemeanor charge	48.5%	65.9%	60.5%
Out-of-State Charges	3%	6.8%	2.6%
Supplemental Data			
EPO	6.1%	11.4%	7.9%
DVO	6.1%	12.5%	7.9%
Traffic Accidents	24.2%	11.4%	13.2%

Table 48. Logistic Regressions for Criminal Justice and Supplemental Data Graduates versus Assessed After the 12-Month Period

	B	SE	WALD	ODDS RATIO
Prison	-2.74	.47	33.8**	.07
Jail	-.50	.29	3.07	.61
Parole	-10.24	40.89	.06	0
Probation	.09	.32	.08	1.1
Enter a new probation period	-.85	.74	1.3	1
Felony conviction	-.39	.62	.40	.68
Misdemeanor conviction	-.53	.36	2.23	.59
Violation	-.33	.34	.94	.72
Other conviction	-2.90	1.09	7.1**	.06
Felony charges	-.52	.38	1.89	1
Misdemeanor charges	-.50	.31	2.59	.60
Out-of-state charges	-3.60	1.52	5.59*	.03
Supplemental Data				
EPO	-.68	.59	1.33	.51
DVO	-.58	.56	1.06	.56
Accidents	.31	.48	.43	1.37

*p<.05 **p<.01

Table 49. Logistic Regressions for Criminal Justice and Supplemental Data Terminators versus Assessed After the 12-Month Period

	B	SE	WALD	ODDS RATIO
Prison	-.04	.43	.01	.96
Jail	.01	.46	.00	1
Parole	.66	.64	1.07	1.9
Probation	.46	.44	1.11	1.59
Enter a new probation period	-.66	.58	1.30	.52
Felony conviction	-.34	.53	.41	.74
Misdemeanor conviction	.24	.45	.28	1.26
Violation	.48	.57	.70	1.62
Other conviction	-1.63	.70	5.38	.20
Felony charges	.10	.43	.05	1.10
Misdemeanor charges	-.17	.44	.15	.85
Supplemental Data				
EPO	-.25	.70	.14	.78
DVO	-.19	.66	.08	.83
Accidents	-.08	.84	.01	.92

Table 50. Adjusted Means by Group for Selected Outcome Measures After the 12-Month Period

	GRADUATES	TERMINATORS	ASSESSED	DF	F
Prison	34.16	105.34	130.48	2, 721	15.93**
Jail	9.58	30.59	30.05	2, 721	7.10**
Probation	51.62	54.78	72.62	2, 720	1.58
Felony conviction	.24	.16	.38	2, 720	2
Misdemeanor conviction	.35	.51	.40	2, 720	2
Violation	.33	.30	.33	2, 720	.14
Other conviction	0	0	.14	2, 720	7.69**
Felony charges	.51	.58	1.0	2, 720	2.52
Misdemeanor charges	.91	1.30	.95	2, 720	1.8
Supplemental Data					
UI	\$23,965.84	\$8,363.62	\$9,937.11	2, 627	31.82**

*p<.05 **p<.01

Interview Data

Quantitative Data Results. Tables 51 through 54 presents the results of selected information collected from face-to-face interviews with Drug Court graduates and terminators across all three sites. As Table 51 indicates, the individuals interviewed were similar demographically. Graduates were significantly older, and saw their youngest child more days than terminators. When social indicators were examined, there were many differences. More graduates were married at the time of the interview and were living in their own house or apartment compared to terminators. More graduates were either living with a spouse or alone than terminators, while more terminators reported living with other family members. Terminators were also more likely to have moved in the past year compared to graduates. Associated with more residence changes, terminators reported spending less time, on average, at their current residence than graduates. Both groups were as likely to have been living with someone who had a drug or alcohol problem.

Table 52 shows that there were minimal differences in self-reported health and mental health status between Drug Court graduates and terminators. The only significant difference was that graduates reported having health insurance for significantly more months out of the past year compared to terminators.

Table 53 displays the education, employment, and financial status differences between graduates and terminators. Graduates had more education, on average, than terminators. More graduates had a valid drivers license and an automobile available for use than terminators.

Although there were few differences in proportions of both groups who were working full or part time, more graduates reported having a professional or managerial type of position than terminators, and more graduates reported their job had other benefits besides health insurance than terminators. Graduates also reported holding a job longer than terminators, and to have worked more months in the past year than terminators. More terminators, compared to graduates, reported ever receiving money from WIC, friends, and family members as well as in the past year. Significantly more terminators reported they owed restitution than graduates.

Table 54 reports the substance use, treatment, and criminal justice differences by group. Individuals incarcerated for 10 or more months were dropped from the substance use analysis. For terminators and graduates on the street for 3 or more months, more terminators reported crack use than graduates. For cigarette use all participants were included regardless of incarceration status. More terminators reported smoking cigarettes than graduates. A Multivariate Analysis of Variance (MANOVA) was used to assess drug use differences between groups for graduates and terminators controlling for: age, race, education, past year months employed, and past year months of incarceration. There were no significant differences between the two groups for either the number of months substances were used in the past 12 months or number of days substances were used in the past 30 days.

Interestingly, more terminators reported attending AA/NA in the previous year and in the past 30 days (for those currently incarcerated, they were asked to report on the past 30 days before incarceration) than graduates. More terminators reported past year drug and alcohol treatment, and more days of outpatient treatment in the past 30 days than graduates. And, other

than Drug Court treatment, more terminators reported drug treatment in their lifetime than graduates. As expected, graduates reported more months of abstinence than terminators.

Graduates also self-reported significantly less criminal justice involvement than terminators including arrests, charges, convictions, incarceration, and traffic accidents.

Qualitative Data Results. Both graduates and terminators were asked how Drug Court affected their life. Table 55 displays the results. Drug Court graduates mentioned that Drug Court was a good experience and that it gave them a second chance in life. Graduates mentioned things like:

- “Gave me a second lease on life. It made me realize what I was doing to myself and my family. Made me thankful for the little things in life.”
- “Drug Court helped me tremendously. It began my life for me. I had no life, other than drugs, and Drug Court showed me a drug-free life. Drug Court helped me grow up. Drug Court was a blessing in disguise and I am thankful for it. It's a damn good program.”
- “If I had not been in the program, I would probably be dead or in prison.”
- “Drug Court changed me a whole lot. Helped me to stay off the street. I have been at the same job for three years and now I’m married.”
- “Since Drug Court—I have changed. The counseling helped, trying to find me a job and everything really helped me out.”
- “It gave me a chance when I got out of jail to keep my mind focused on staying drug free. Good program.”
- “Good program—sitting in jail was a big factor in succeeding. Gave me determination to do it right and stay drug-free.”
- “Drug Court actually made me realize that my life is worth living. It gave me a good opportunity to take a good look at who I am. The system does care about people with addictions. Gave me another chance at life when they could have locked me up.”
- “First time I went I got locked up but then I realized they were honest and supportive. When I had a problem they helped me solve it.”
- “Good program to start a foundation on. Drug Court helped me maintain in life again, strict with what you had to do, things I wasn’t doing when I was active with my addiction.”
- “Drug Court helped lay a solid foundation for overcoming addiction.”
- “Drug Court is a wonderful thing and experience, but it needs to be more adaptable to each individual. People have difference in their addictions—some people need more intense supervision than others. Drug Court needs to have a phase out program instead of a graduation. People become dependant and then they are cut loose.”
- “Helped me but my judge did more than the program. She helped me get back in school and to graduate. I give her a lot of credit for my success.”

Surprisingly, terminators were also generally positive about the Drug Court experience and mentioned that Drug Court gave them help and support. Terminators also, for the most part, recognized that the program only works if an individual is willing to work at the program.

- “I wasn’t into the program at the time, I didn’t try to do it. Would have been a good program and a good chance for me. First time you have dirty urine, you should be incarcerated for a longer period—more than 7 days. There should be more of a counseling

program—intervention. Drug Court should be strict, but not be strict to the person's emotions. They should have a stronger orientation into the program.”

- “I wasn't in it long enough to affect my life. The program would have been good, but I really didn't want to be in it. I weaseled my way into Drug Court to get out of jail—so I could use. It is a good program, I know a lot of people that have stayed clean. Good program, if you are ready, but you have to be ready for it to work.”
- “I didn't take it seriously and didn't do very well. The experience made me realize how bad off I was. I hated it when I was there. In the long run, it helped—but you have to want it. Everything I learned paid off later.”
- “I wasn't in the program very long. I didn't take it seriously. I wish I would have taken more seriously.”
- “The program was very positive for me. The program works if person allows it to work for them.”
- “The program made me finally realize that I did have an alcohol and drug problem.”
- “The program gave me an opportunity—second chance. Made me look at things in a different perspective.”
- “Drug Court is a good program but I didn't take advantage of the opportunity. Anyone willing to use it for the right reasons can get a lot out of it. Glad there is such a program.”
- “The program only works for people who want it to work. It changed my life a whole lot. I would probably have been right out there doing the same thing during the time I was in the program. It made me a better person.”

When comparing graduates and terminators, graduates were more likely to say Drug Court gave them a second chance in life and that Drug Court helped them stay out of trouble than terminators (see Table 55). Terminators were more likely to say that a person had to be ready for the program before it can help them and that they were not ready when the opportunity for Drug Court was offered. Terminators were also more likely to say they had a problem with the program than graduates.

Table 51. Demographic and Social Indicator Interview Data Results

	GRADUATES (N=61)	TERMINATORS (N=75)	DF	X ² OR F
Demographics				
Average age	37	33	1, 134	7.1**
% Male	72.1%	78.7%		
% African American	62.3%	64%		
% White	36.1%	36%		
# Biological children	2	2		
Age of youngest child	11	10		
# days see youngest child in 30 days	19	13	1, 93	4.4*
% have other children living with them now	19.7%	13.3%		
Religion influences behavior	2.3	1.9	1, 134	5.6*
Social Indicators				
% Currently married	29.5%	12%	1	6.5*
% Living in their own house or apt	68.9%	26.7%	1	24.1**
% Live alone	21.7%	8.7%	1	4.3*
% Live with other family members	22.8%	49.3%	1	9.2**
% Live with a spouse	36.2%	9.5%	1	12.4**
% Live with someone who has drug/alcohol problems	14.8%	14.9%		
% Moved past year	33.9%	61.6%	1	10.1**
# Months at current residence	58.5	24.7	1, 134	5.1*
# Days conflict with family past 30	1	.75		
# Days conflict with others past 30	1.5	1		

*p<.05 **p<.01

Table 52. Health and Mental Health Status Interview Data Results

	GRADUATES (N=61)	TERMINATORS (N=75)	DF	X ² OR F
Health				
% Chronic medical problems	21.1%	30.7%		
% Taken prescription meds past year	36.1%	25.3%		
# days experienced medical problems	6.9	4.4		
% Have a usual place to go when sick	78.7%	73.3%		
% Go to the ER when sick	10%	5.4%		
# times doctor office past year	5.3	3		
# times hospital past year	.2	.2		
# times ER past year	.8	1.5		
General health rating	2.5	2.6		
# Lifetime sex partners	550	393		
# Partners past year	2.7	6		
% Used a condom past year	.96	1.44		
Months of insurance coverage past year	5.5	3.6	1, 132	4.4*
Mental Health—Past 30 day symptoms				
% Depression	14.8%	8%		
% Anxiety or tension	14.8%	14.7%		
% Hallucinations	1.6%	0%		
% Trouble understanding/concentrating	21.3%	28%		
% Trouble controlling violent behavior	6%	10.8%		
% Serious thoughts of suicide	3.3%	0%		
% Attempted suicide	0%	0%		
% Eating disorder	3.3%	1.3%		
% treated as an outpatient or private patient for emotional problems—Past year	8.2%	6.7%		
% Prescribed medication for emotional problems-Ever	19.7%	18.7%		
% Prescribed medication for emotional problems-Past 30 days	8.3%	4.8%		

*p<.05 **p<.01

Table 53. Education, Employment, and Financial Status Interview Data Results

	GRADUATES (N=61)	TERMINATORS (N=75)	DF	X ² OR F
Education/Employment				
# years of Education	13.1	12.3	1, 134	5*
% Completed technical education	44.3%	46.7%		
Months of technical education	19	14		
% Have a profession, trade or skill	68.9%	77.3%		
% Have a valid drivers license	83.6%	57.3%	1	10.9**
% Have auto available for use	81.7%	63%	1	5.6*
% Working full/part time	82%	69.3%		
% Professional/managerial type job	19.7%	8%	1	4*
% Job has health insurance	48.3%	42.3%		
% Job has other benefits	70.2%	50%	1	5.4*
Longest full time job-years	7	5	1, 127	4.9*
# months worked in the past year	9.8	7.5	1, 133	9.6**
Annual Income	\$10,000- \$14,000	\$7,000-\$9,999		
# depend on you for food and shelter	1.3	1.2		
# Days employment problems past 30	2.9	4.2		
Ever on Public Assistance				
% AFDC	18%	24%		
% Food stamps	44.3%	34.7%		
% WIC	13.1%	34.7%	1	8.3**
% Unemployment	34.4%	18.7%	1	4.4*
% Received money from friends/family	36.1%	54.7%	1	4.7*
% Receive money from illegal means	23%	45.3%		
Past Year Public Assistance				
% AFDC	6.6%	12%		
% Food stamps	6.6%	16%		
% WIC	1.6%	12%	1	5.3*
% Unemployment	8.2%	6.7%		
% Receive money from friends/family	21.3%	46.7%	1	9.5**
% Receive money from illegal means	4.9%	13.3%		
Debt				
% Owe child support	23%	27%		
% Owe court costs	4.9%	14.7%		
% Owe restitution	4.9%	18.7%	1	5.8*
% Owe for other debts	53.3%	40%		

*p<.05 **p<.01

Table 54. Substance Use, Treatment, and Criminal Justice Involvement Interview Data Results

	GRADUATES (N=61)	TERMINATORS (N=75)	DF	X ² or F
Past Year Drug Use^a				
% Use alcohol	68.4%	60%		
% Use amphetamines	1.8%	2.9%		
% Use barbiturates	3.5%	14.3%		
% Use crack	5.3%	22.9%	1	6.4*
% Use cocaine	12.3%	8.6%		
% Use hallucinogens	3.5%	5.7%		
% Use methamphetamines	1.8%	2.9%		
% Use marijuana	24.6%	34.3%		
% Use more than one drug together	17.5%	34.3%		
% Currently smoke	62.3%	78.7%	1	4.4*
Treatment				
% AA/NA meetings past year	42.6%	60%	1	4.1*
% AA/NA meetings past 30 days on the street	27.9%	48%	1	5.7*
% Ever treated for alcohol abuse other than Drug Court	16.7%	26.7%		
% Treated for drug abuse other than Drug Court	29.5%	56.8%	1	10.1**
% Treated for alcohol abuse past year	3.3%	13.3%	1	4.2*
% Treated for drug abuse past year	1.6%	21.3%	1	11.9**
# days outpatient treatment past 30	0	1.9	1, 127	4.6*
# months abstinence from major substances last abstinence	33.5	23	1, 131	9.5**
Criminal Justice Involvement				
Residential Setting past 30 days	16.4%	46.7%	1	13.9**
In jail past 30 days	11.5%	42.7%	1	16**
# Days incarcerated past 30 days	2.8	11.8	1, 134	17.9**
# Months incarcerated last incarceration	1.6	12.9	1, 134	32.2**
# Times arrested and charged past year	.2	.7	1, 134	6.3*
# Times arrested and charged past 30 days	0	.37	1, 134	11.5**
# Times incarcerated past 30 days	0	.37	1, 134	11**
# Times incarcerated past year	.21	.87	1, 134	35.1**
# Months incarcerated past year	1	7.1	1, 134	61**
# Traffic accidents	.33	.15	1, 134	5.1*

*p<.05 **p<.01

^aParticipants on the street for three or more months past year

Table 55. Qualitative responses to “how has Drug Court affected your life?”

	Graduates	Terminators	Z
Drug Court was a good/positive experience	31%	40%	
Drug Court allowed me to start over, gave me second chance on life, turned my life around, got me back on the right track	31%	5%	4*
Drug Court helped a lot	23%	17%	
Program helped me get, stay clean	21%	11%	
Drug Court helped me stay out of trouble, kept out of prison, kept alive	15%	3%	2.6*
Learned a lot in Drug Court	13%	13%	
Made recommendations for improving Drug Court	10%	12%	
Drug Court provided structure, taught me discipline	10%	4%	
Drug Court was bad, had negative consequences on my life	7%	7%	
You have to be ready, work with the program, program works for people who want it to work	3%	17%	2.6*
Drug Court was no help	3%	9%	
Didn't feel like I needed the Drug Court program	3%	5%	
Wished they would have stayed/taken Drug Court more seriously	2%	7%	
Went to Drug Court to stay out of jail	2%	4%	
Appreciated the Drug Court staff support	2%	1%	
Problem with program (such as program aspects, how the program was run, drug testing)	2%	13%	2.5*
Drug Court presented new opportunities	0%	4%	
Program helpful but problem was with self not wanting/accepting help	0%	15%	3.1*
Staff had negative towards me	0%	4%	
Drug Court helped a little/somewhat	0%	7%	

*p<.05

Drug Court Cost Results

The program costs are shown in Table 56 for all three sites. Costs are separated for graduates, terminators, and for the total group weighted by the number of graduates and terminators. The daily cost of the Fayette Drug Court was \$9.93 per day, the daily cost of the Jefferson County Drug Court program was \$3.58 per day, and the daily cost of the Warren Drug Court program was \$8.21 per day. When opportunity cost was considered, the daily cost went up slightly for all three Drug Court programs ranging from \$4.12 to \$17.84.

Table 56 also shows the annual costs for clients, including both the accounting and the opportunity costs. For the entire treatment episode, each graduate cost, on average, \$3,318.95. Terminators cost, on average, \$1,198.58. Overall, clients cost an average of \$2,088.60 when only accounting costs are considered. Total costs include the graduation and termination rates, average number of graduates and terminators, and the amount of time spent in the Drug Court program for graduates and terminators.

Appendix G includes the specific DATCAP result reports by site and by type of participant—graduate, terminator, and total. Each table presents site revenue, new client admissions, personnel costs, supplies and materials costs, contracted services costs, building costs, equipment costs, miscellaneous resources and costs, and other resources and costs. Accounting costs were computed from actual expenditures for Fiscal Year 2000. Opportunity costs were computed in various categories including volunteer labor costs, supplies and materials, building and facilities, resources and costs, and any other resources. Opportunity costs include Judge, police, probation, and jail time and space. One site will be used as an example of the computed opportunity costs. Table 57 details the volunteer labor computed for the cost estimates in addition to Drug Court program staff and Table 58 displays the results of the DATCAP for graduates from one site.

Table 56. Cost Comparisons by Program and Participant Type

	TOTAL EPISODE		ANNUAL		WEEKLY		DAILY	
	Accounting	Opportunity	Accounting	Opportunity	Accounting	Opportunity	Accounting	Opportunity
Fayette								
Graduate	\$4,270.66	\$7,671.95	\$3,624.81	\$6,511.73	\$69.52	\$124.89	\$9.93	\$17.84
Terminator	\$1,181.85	\$2,123.12						
Total	\$2,324.08	\$4,175.05						
Jefferson County								
Graduate	\$1,993.28	\$2,295.38	\$1,306.14	\$1,504.10	\$25.05	\$28.85	\$3.58	\$4.12
Terminator	\$937.65	\$1,079.75						
Total	\$1,367.77	\$1,575.06						
Warren								
Graduate	\$3,692.92	\$5,429.59	\$2,995.01	\$4,403.46	\$57.44	\$84.45	\$8.21	\$12.06
Terminator	\$1,476.25	\$2,170.48						
Total	\$2,573.96	\$3,784.41						
Average Across All Sites								
Graduate	\$3,318.95	\$5,132.31	\$2,641.99	\$4,139.76	\$50.67	\$79.39	\$7.24	\$11.34
Terminator	\$1,198.58	\$1,791.12						
Total	\$2,088.60	\$3,178.16						

Table 57. Example of Opportunity Cost Calculations for Volunteer Labor

SERVICE	ANNUAL HOURS	ESTIMATED RATE PER HOUR	ESTIMATED COST
Court costs			\$65,046
AOC	260	\$23.00	\$5,980
Jail	2,892 days	\$26.30/day	\$76,060
Police	780	\$17.50	\$13,650
Prosecutor	104	\$16.50	\$1,716
Adult probation	104	\$13.20	\$1,372
Adult education	3,440	\$12.00	\$41,280
Vocational rehab	1,820	\$14.42	\$26,244
Health department	12	\$15.50	\$186
Meditation classes	12	\$75	\$900
Total volunteer labor costs: \$232,434			
CALCULATIONS:			
Court Costs	Court cost estimates: Circuit judge salary *13% of time * 3 judges; District judge salary * 13% time * 1 judge; Court security salary * 10% * 1 security officer; Court clerk salary * 20% * 1 Clerk.		
AOC	Administrative Office of the Court provide services at about 5 hours per week * average salary * 20% fringe/52 weeks/ 40 hours per week * annual hours.		
Jail	Jail utilization is estimated at: 1 person on average per month X 1 day=1 day; 3 persons on average per month X 3 days=9 days; 14 persons on average X 14 days=196 days; 5 persons on average X 7 days=35 days; Total monthly jail days=241 days (Annual Kentucky Jail Cost=\$9,600/ Daily Jail costs=\$26.30 241 days X \$26.30=\$6,338.30 per month). 241 days X 12=2,892 days per year; 2,892 days X 26.30=\$76,059.60.		
Police	Police provide services at an average of 15 hours per week * average salary * 20% for fringe / 52 weeks / 40 hours=hourly rate * annual hours.		
Prosecutor	Prosecutor provides services at an average of 2 hours per week * average salary * 20% for fringe / 52 weeks / 40 hours=hourly rate * annual hours.		
Adult probation	Adult probation provides services at an average of 2 hours per week * average salary * 20% for fringe=hourly rate * annual hours.		
Adult education	Clients utilize adult education services: 10 clients/year, 10 hours per for 8 months=3,440 hours per year * average hourly wage * 20%=\$12.00/hour * 3,440 hours / year.		
Vocational rehabilitation	Clients utilize vocational rehabilitation services an average of 35 hours per week for 12 months * average salary * 20% for fringe / 52 weeks / 40 hours=hourly rate * annual hours.		
Health department	The Health Department conducts 12 hours worth of groups and a case specialist would have to pick up that group thus, a case specialist salary (the one most likely to conduct the group) was used for the hourly rate.		
Meditation classes	The Wellness Center conducts 1 meditation group a month for 1 hour for 12 months and normally charges \$125 per group (Drug Court only pays \$50, thus \$75 is donated).		

Table 58. DATCAP Results Fayette Drug Court Program Graduates

DATCAP Results Report Fiscal Year 2000 Fayette Drug Court Program-Graduates		
A. Program Revenue		
Reported Total Revenue	\$293,052.81	
Calculated Total Revenue from all Sources	\$293,052.81	
Federal Revenue	\$129,578.56	
State Revenue	\$163,374.25	
Local Revenue	\$0.00	
Private Revenue	\$100.00	
B. Client Information		
Reported Unique New Admissions	77	
Reported New Episodes	Not Reported	
Reported Total Admissions	77	
Reported Average Daily Census or Static Caseload	81	
Reported Average Length of Stay in Weeks	61.43	
C. Program Personnel		
Number of FTEs	9	
Labor Cost	\$177,790.58	
Fringe Benefits Cost	\$0.00	
Overtime Cost	\$0.00	
Other Personnel Costs	\$800.00	
Estimated Volunteer Labor Cost	\$232,434.80	
Total Labor Related Costs	\$411,025.38	
D. Program Supplies and Materials		
Cost of Supplies and Materials	\$6,134.34	
Estimated Cost of Free Supplies and Materials	\$0.00	
Total Supplies and Materials Costs	\$6,134.34	
E. Contracted Services		
Contracted Services Cost	\$68,645.00	
Contracted Labor Cost	\$0.00	
Total Contracted Services Costs	\$68,645.00	
F. Buildings and Facilities		
	<i>Accounting</i>	<i>Opportunity</i>
Building Number 1	\$17,320.68	\$17,320.68
Building Number 2	\$0.00	\$0.00
Building Number 3	\$0.00	\$0.00
Building Number 4	\$0.00	\$0.00
Building Number 5	\$0.00	\$0.00
Total Building Costs Per Year	\$17,320.68	\$17,320.68

Table 58. DATCAP Results Fayette Drug Court Program Graduates, Continued

G. Equipment	Accounting	Opportunity
Office Furniture	\$1,759.60	\$2,278.76
Computers	\$5,042.40	\$5,823.34
Electronic Equipment	\$356.10	\$461.17
Medical Equipment	\$0.00	\$0.00
Recreational & Child Care Equipment	\$0.00	\$0.00
Residential Equipment	\$0.00	\$0.00
Vehicles	\$0.00	\$0.00
Other Equipment	\$0.00	\$0.00
Leased Equipment	\$0.00	\$0.00
Total Equipment Costs Per Year	\$7,158.10	\$8,563.26
H. Miscellaneous Resources and Costs		
Expenditures	\$15,761.18	
Estimated Cost of Free Resources	\$0.00	
Total Costs of Miscellaneous Resources	\$15,761.18	
I. Other Resources And Costs		
Expenditures	\$0.00	
Estimated Cost of Free Resources	\$0.00	
Total Costs of Other Resources	\$0.00	
Summary		
Total Opportunity Costs (C + D + E + F(b) + G(b) + H + I)	527,449.85	
Total Accounting Costs (C-C6 + D-D2 + E + F(Accounting) + G(Accounting) + H-H2 + I-I2)	293,609.88	
Total Revenue	293,052.81	
Net Revenue (Revenue-Accounting Cost)	-557.07	
Annual Opportunity Cost Per Client (Total Opportunity Costs/B7)	6,511.73	
Annual Accounting Cost Per Client (Total Accounting Costs/B7)	3,624.81	
Weekly Opportunity Cost Per Client (Annual Opportunity Cost/B7)	124.89	
Weekly Accounting Cost Per Client (Annual Accounting Cost/B7)	69.52	
Opportunity Cost Per Treatment Episode (Weekly Opportunity Cost Per Client * B8)	7,671.95	
Accounting Cost Per Treatment Episode (Weekly Accounting Cost Per Client * B8)	4,270.66	
Annual Labor Cost per Client (Total Labor Costs/B7)	5,074.39	
Annual Labor Cost per Treatment Episode (Annual Labor Cost Per Client * (B8/52.14))	5,978.51	

Avoided Costs To Society Analysis Results

To understand the impact of Drug Court it is necessary to address the question of what outcomes would have occurred without Drug Court program. In other words, it is important to determine what outcomes, using the measures discussed earlier, might have been associated with Drug Court participants if they had not entered the Drug Court program. These outcomes, that would have occurred for program participants without treatment, can be estimated using a control group—in this case the group of assessed individuals who did not enter the Drug Court program.

If clients were randomly assigned to Drug Court like a clinical trial, it would have been easier to provide a reasonable estimate of client outcomes in the absence of Drug Court. Program participants, without treatment, would have had the same outcomes as the control group (i.e., no treatment group). However, it is often difficult to randomly assign clients who need treatment to a no treatment condition. In the absence of random assignment, there are specific biases introduced that threaten the validity of any results obtained between groups. In the case of Drug Court, individuals choose to participate in the Drug Court program. Given Drug Court entry is an individual choice, rather than random assignment, it is a faulty assumption to expect program participants, on average, to be similar to the quasi-control group or the group that did not choose Drug Court.

More specifically, the program and non-program groups may differ in two main ways that must be addressed statistically. First, groups can differ in observable characteristics such as demographic characteristics (age, sex, race, marital status), substance use, legal and criminal justice involvement, and employment experiences. As the earlier findings indicate, there were some significant differences between those who enter Drug Court and those who do not. For example, Drug Court clients had a much higher rate of cocaine use than the assessed non-participants.

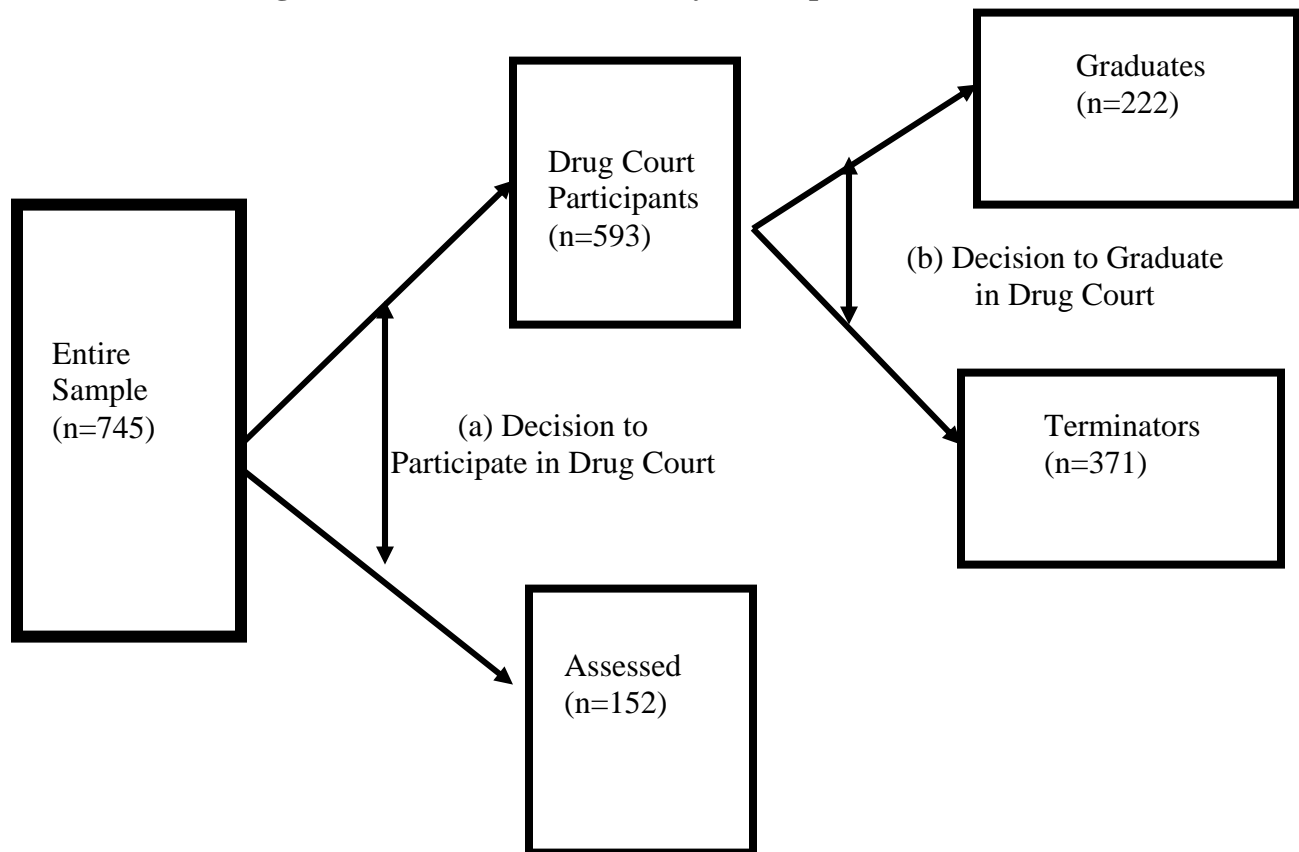
Second, while those who enter Drug Court may differ in observable ways from those who are assessed but choose not to enter Drug Court, they are also likely to differ in ways that cannot or are not observed. For example, those who choose to enter Drug Court might be more likely to want to change their lifestyle and reduce their dependency on substances. This unobserved attitude influences not only the decision to enter Drug Court, but probably the success of graduating from Drug Court. A less favorable attitude towards Drug Court makes it less likely that an individual would succeed if they entered Drug Court.

There were differences in the characteristics of Drug Court participants and those assessed but who did not enter Drug Court is important if these characteristics are likely to influence the expected outcomes. For example, it is reasonable to think that individuals with a history of EPO and DVO petitions are more likely to receive EPO's and DVO's in the future. If the control group contains more individuals with past histories of EPO's and DVO's, even if the Drug Court program had no affect on the likelihood of anyone receiving an EPO or DVO, lower rates of EPO's and DVO's among Drug Court participants would be observed. To attribute the difference in observed (mean) rates of EPO's to the Drug Court program would be inappropriate as the underlying likelihood of EPO's is very different in the two groups. Similarly, if earnings and employment rates are higher in Jefferson County than Fayette or Warren counties, the observed differences in earnings and employment rates may be due to the differences in the counties and the fact that there were more clients in the study sample from the Jefferson County Drug Court program, not because the Drug Court program actually had an impact on earnings and employment rates.

To obtain an accurate estimate of the impact of Drug Court on its clients, it is necessary to control for these differences. In other words, it is important to determine how much of the difference in outcomes between the two groups is attributable to differences in characteristics (that treatment had nothing to do with) and how much is attributable to the treatment. This difference in groups is often referred to as *selection* bias – those who are most likely to succeed are individuals who are most likely to participate. This selection bias can render the results invalid and can limit the generalizability of the results. In order to address this selection bias the “Heckit” procedure, developed by James Heckman (1977, 1979), was slightly modified and applied to the data.

An Outline For Analytical Approach. Figure 1 is presented to provide a general outline of the methodology used. Figure 1 illustrates the decisions made by each individual in the process of becoming a graduate, terminator, or someone who never enters Drug Court (assessed). The first decision that individuals make is whether or not to enter Drug Court (a). The second decision, only for those who enter Drug Court, is whether to continue the program or terminate (b).

Figure 1: The Decisions Made By Participants



The Decision to Enter Drug Court. The decision to enter the Drug Court program may depend on many factors and individual characteristics. Some of these important factors were measured and were available for use as control variables. However, there are likely to be other variables that were not measured that influence an individual's decision to enter the Drug Court program. The characteristics included as explanatory variables in the decision to participate in Drug Court included demographic variables (age, sex, race, employment, and marital status) and criminal justice involvement variables (incarceration and parole history as well as convictions), days of substance use the month before the intake assessment, and the Drug Court program site the individual was associated with. Formally, the model can be characterized as

$$P(\text{Drug Court}) = \beta_0 + \beta_0 \text{Jefferson County} + \beta_2 \text{Age} + \beta_3 \text{Male} + \beta_4 \text{African-American} + \beta_5 \text{Unemployed} + \beta_6 \text{Fulltime} + \beta_7 \text{Parttime} + \beta_8 \text{Married} + \beta_9 \text{Divorce} + \beta_{10} \text{Cohabit} + \beta_{11} \text{Incarceration} + \beta_{12} \text{Parole} + \beta_{13} (\text{Days on Parole}) + \beta_{14} \text{Felony Convictions} + \beta_{15} \text{Misdemeanor Convictions} + \beta_{16} \text{Substance Use} + \beta_{17} \text{Sample Year} + \varepsilon$$

The probability or likelihood of someone entering Drug Court was modeled as depending on these factors. Many of these factors or variables were categorical or “dummy” variables having a value of either 1 or 0. For example, *Jefferson County* had a value of 1 if an individual was from Jefferson County and a value of zero if they were from Fayette or Warren counties. Analogously *Married* had a value of 1 for anyone who was married at intake. *Incarceration* and *Parole* were dummy variables with a value of 1 for anyone who had been in prison or on parole before intake. *Substance Use* was the number of days in the past thirty in which the individual had used substances. The term ε denotes the impact of the “error” or unmeasured factors.

This equation is estimated using a statistical technique referred to as *Probit* (Greene, 2000, p. 849) which, instead of the probability of entering Drug Court, there was an observation on whether an individual entered (a value of 1) or did not enter (a zero). Estimation of this equation provided a numerical estimate of the impact of each of these factors on the likelihood of attending Drug Court (the β 's). It also provides a prediction of the likelihood (probability) of an individual of given characteristics (for example, an individual from Jefferson County, age 35, male, married, employed part-time, no prison record, never on parole, no felonies, 3 misdemeanor convictions, 15 days of substance use) attending Drug Court. This predicted probability was needed to correct for the “selection” bias discussed earlier.

The Decision to Graduate. For those who decided to enter Drug Court, there was a decision to graduate that was modeled in an analogous manner to the decision to enter Drug Court. Again *Probit* was used to estimate likelihood of an individual graduating from Drug Court given their characteristics at intake.

The main question of interest is “What would the behavior of Drug Court participants have been had they not entered the Drug Court program?” To answer this question a model was developed for each outcome that explained or predicted the behavior of those who did not attend Drug Court. This model characterized the behavior of the assessed individuals based on their observed characteristics to predict the behavior of the individuals who entered Drug Court.

The estimated model varied with the selected outcome behavior, in general the model can be described as:

$$\begin{aligned} \text{Incidents of Behavior, Post Assessment} = & \gamma_0 + \gamma_1(\text{Incidents of Behavior, Pre-Assessment}) + \\ & \gamma_2\text{Jefferson County} + \gamma_3\text{Age} + \gamma_4\text{Male} + \gamma_5\text{African-American} + \gamma_6\text{Unemployed} + \gamma_7\text{Fulltime} + \gamma_8 \\ & \text{Parttime} + \gamma_9\text{Married} + \gamma_{10}\text{Divorce} + \gamma_{11}\text{Cohabit} + \gamma_{12}\text{Incarceration} + \gamma_{13}\text{Parole} + \gamma_{14}(\text{Days on} \\ & \text{Parole}) + \gamma_{15}\text{Felony Convictions} + \gamma_{16}\text{Misdemeanor Convictions} + \gamma_{17}\text{Substance Use} + \gamma_{18} \\ & \text{Sample Year} + \gamma_{19}\lambda + \nu \end{aligned}$$

This model is similar to the previous model. However, there were a few important differences. The dependent variable, or the selected outcome behavior, was a measure of behavior in the 12-month period following Drug Court. The extent or incidents of a behavior after assessment was likely to be influenced by the extent or number of incidents of this behavior before assessment. For this reason prior incidents were included as explanatory variables.

The selection bias discussed earlier was controlled for by including the term λ , the “Inverse Mills Ratio,” constructed from the predicted probability of participating in Drug Court estimated earlier. This is the second stage of the “Heckit” procedure to control for selection bias.

First the proportions of each group engaging in a behavior for each of the outcome behaviors were estimated using either a 0 or 1. For example, while multiple EPO’s or DVO’s were possible, it was important to first determine the proportion of each group having any EPO or DVO petition. Traffic accidents and out-of-state charges during this period were treated similarly. Once the actual group proportions were determined for each select outcome variable, the predicted proportions were estimated using the *Probit* technique discussed earlier.

Second, the average number of times the selected outcome occurred (e.g., number of felony convictions, the number of days probation supervision) was computed and estimated. However, when working with the average, it was important to control for the distorted distribution of the data. For example, the number of days of probation in the 12-month period ranged between 0 and 365. However, a disproportionate number (95) of the assessed individuals had no probation in the year after their assessment. This unusually large number of individuals having zero incidents requires the use of the statistical technique referred to as “Tobit” (Greene, 2000, p. 908).

Prediction of Drug Court Participant Behavior in the Absence of Drug Court. As mentioned earlier, estimating a model that describes or “predicts” the behavior of assessed individuals based on their observed characteristics enables the prediction of the behavior for the program participants (graduates and terminators), thus controlling for differences in observed characteristics of Drug Court participants and non-participants.

Table 59 shows the results of the predicted behavior for graduates and terminators if they had not entered the Drug Court program. As discussed earlier, these predictions were based upon the model estimates for the outcomes of the assessed group.

Graduates. For the most part, adverse and undesirable outcomes were reduced for graduates. An exception to this was the number of traffic accidents for graduates. Note that probation, in contrast to jail or prison (incarceration) was estimated as a probability—the probability of being on probation. Estimating the number of days on probation was problematic and results were particularly weak. In the same vein, the estimates of the number of convictions were unreliable because they were influenced heavily by a few extremely high number of convictions. Since only a few individuals had more than one conviction for either felony or misdemeanor offenses, estimates of probabilities were used. Finally, in terms of limitations, solutions to the models of inpatient and outpatient health could not be obtained. Instead, the actual average number of days for assessed individuals was used as the prediction estimate.

Particularly interesting is the impact of Drug Court for graduates on child support and annual earnings. The child support deficit for 1999 was almost half the predicted amount, in other words it is half the amount that it would have been if the individual had not entered Drug Court. Note that while this difference diminishes in 2000 since the amount of the deficit for graduates remains relatively constant.

Annual earnings that were in the Unemployment Insurance (UI) system for the graduate were much higher than predicted earnings if the graduate had not attended the Drug Court program. For the 12-month period as a graduate, an individual's earnings were 260% higher than it would have been without the Drug Court program. Note that the fraction in UI-covered employment is 30% greater as a graduate. Further, after the 12-month period, the differences in employment and earnings continue, suggesting that the benefits of Drug Court do not dissipate in an extremely short time.

Terminators. For terminators, not surprisingly, the gains were less pronounced than for the graduates. However, for most outcome measures, there does seem to be gain. That is, reductions in undesirable behavior and increases in desirable behavior. Exceptions to this seem to be greater incarceration time than if the individual never entered Drug Court and a greater child support deficit.

Estimates of Avoided Costs—Graduates. The costs per outcome incident reported in Table 28 were used to compute estimates of avoided costs to society. Table 60 reports the cost savings associated with each outcome for the group of 222 graduates and Table 61 shows the cost savings associated with each outcome for the group of 371 terminators. For the graduates the most significant cost savings were associated with the reduced incarceration and the reduced likelihood (and therefore number) of convictions and charges. Reduced jail time also added to the avoided costs.

Figure 2 provides cost savings broken down by outcome classification: criminal justice, domestic violence, mental health service utilization, traffic accidents, child support, and earnings for graduates. The most significant impact was on the increased annual earnings of graduates. Annual earnings were \$1,799,552 higher for the graduates than would be estimated without the Drug Court program. Total avoided costs or “benefits” for graduates was estimated to be \$4,364,114. Note this figure includes earnings. If cost savings to taxpayers or other third parties is the major consideration, earnings may need to be excluded; thus decreasing the avoided costs to \$2,584,562 which is still a substantial number.

Total costs for the Drug Court program graduates include 222 graduates who were in the Drug Court program an average of 487 days. The average cost of the Drug Court program per day as estimated above (see Table 56) was \$7.24 (accounting cost only). Thus, 222 graduates x 487 days in Drug Court on average x \$7.24 computes to a total cost of \$782,745.36. This translates to an avoided cost savings of between \$3.30 to \$5.58 if earnings are included (see Figure 3). Figure 3 shows the amount of cost savings for every dollar spent on the Drug Court program graduates by category.

The average cost per day when opportunity costs are factored in as estimated above (see Table 56) was \$11.34. Thus, 222 graduates x 487 days in Drug Court on average x \$11.34 computes to a total cost of \$1,226,012.70. This translates to an avoided cost savings of between \$2.11 when earnings are not included and \$3.56 if earnings are included.

Estimates of Avoided Costs—Terminators. For terminators, results show that some Drug Court does lead to some avoided costs (see Table 61). However, there were some substantial increased costs associated with terminators, most noticeably the \$616,723 cost associated with more prison incarceration. Figure 4 provides cost savings broken down by outcome classification: criminal justice, domestic violence, mental health service utilization, traffic accidents, child support, and earnings for terminators. The average cost of the Drug Court program per day estimated above (see Table 56) was \$7.24 (accounting cost only). Thus, 371 terminators x 244 days in Drug Court on average x \$7.24 computes to a total cost of \$655,393.76. This translates to an avoided cost savings of between \$1.02 without including earnings in the estimate and \$1.14 if earnings are included.

Table 59. Individual Estimates for Drug Court Graduates and Terminators

Behavior	Measure	Graduates			Terminators		
		Actual	Predicted if Assessed	Difference	Actual	Predicted if Assessed	Difference
Prison	#Days	2.73	49.43	-46.70	105.44	64.14	41.30
Jail	#Days	3.03	28.69	-25.66	33.52	25.14	8.38
Parole	%	0.00%	7.50%	-7.50%	5.90%	7.64%	-1.74%
Probation	%	27.40%	42.90%	-15.50%	40.40%	42.00%	-1.60%
Felony Convictions	%	3.10%	34.47%	-31.37%	13.40%	28.70%	-15.30%
Misdemeanor Convictions	%	9.00%	35.00%	-26.00%	26.70%	35.70%	-9.00%
Other Convictions	%	2.25%	21.90%	-19.65%	22.60%	20.70%	1.90%
Violation Convictions	%	26.12%	19.00%	7.12%	14.20%	19.30%	-5.10%
Felony Charges	#	0.099	0.6397	-0.54	0.442	0.4518	-0.01
Misdemeanor Charges	#	0.7207	0.79	-0.07	1.04	1.25	-0.21
Felony Charges	%	7.66%	38.65%	-30.99%	23.40%	35.80%	-12.40%
Misdemeanor Charges	%	20.27%	46.50%	-26.23%	39.08%	47.40%	-8.32%
Out of State Charge	%	0.90%	3.96%	-3.06%	1.88%	7.71%	-5.83%
Supplemental Data							
EPO	%	2.25%	11.70%	-9.45%	2.69%	6.82%	-4.13%
DVO	%	2.70%	11.70%	-9.00%	2.96%	6.82%	-3.86%
Accidents	%	8.11%	6.18%	1.93%	2.15%	9.13%	-6.98%
Inpatient Mental Health	#Days	0.369	4.38	-4.01	4.07	4.38	-0.31
Outpatient Mental Health	#Days	1.87	4.92	-3.05	2.64	4.92	-2.28
Clients with Child Support	#	43.70%			58.21%		
Child Support Debt (99)	\$	1035	2010	-975	2071	2180	-109.00
Child Support Debt (00)	\$	1053	1434	-381	1652	1831	-179.00
Clients with UI Earnings	%	91.9%			86.6%		
Annual Earnings, 12 mth.	\$	12936	4920	8016	2110	1740	370.00
Annual Earnings, 12 mth.	%	86.9%	57.5%	29.40%	59.2%	55.1%	4.09%
Annual Earnings, Post 12 mth.	\$	12466	4588	7878	3183	2453	730.00
Annual Earnings, Post 12 mth.	%	85.58%	56.97%	28.61%	74.30%	64.00%	10.30%

Table 60. Group Estimates and Associated Avoided Costs to Society for Graduates

Behavior	Measure	Actual	Predicted if Assessed	Difference	Avoided Cost	\$ per incident
Prison	#Days	606	10973	-10367	\$417,288	\$40.25
Jail	#Days	673	6369	-5697	\$149,818	\$26.30
Parole	#	0	17	-17	\$56	\$3.39
Probation	%	27%	43%	-16%		
Probation (Based on Mean=152)	#Days	9245.9	14476.2	-5230.3	\$17,731	\$3.39
Felony Convictions	#	7	77	-70	\$519,412	\$7,458.38
Misdemeanor Convictions	#	20	78	-58	\$430,498	\$7,458.38
Violation Convictions	#	58	42	16	\$(472)	\$29.85
Other Convictions	#	5	49	-44	\$1,302	\$29.85
Felony Charges	#	22	142	-120	\$379,025	\$3,157.61
Misdemeanor Charges	#	160	175	-15	\$48,579	\$3,157.61
Out of State Charge	#	2.0	8.8	-6.8	\$42,944	\$6,315.22
Supplemental Data						
EPO	#	5.0	26.0	-21.0	\$63,099	\$3,007.73
DVO	#	6.0	26.0	-20.0	\$60,612	\$3,033.62
Inpatient Mental Health	#Days	82	972	-890	\$92,873	\$104.30
Outpatient Mental Health	#Days	415	1092	-677	\$68,306	\$100.88
Accidents	#	18.0	13.7	4.3	\$(7,541)	\$1,760.01
Clients with Child Support	#	97				
Child Support Debt (99)	\$	\$229,770	\$446,220	\$(216,450.0)	\$216,450	
Child Support Debt (00)	\$	\$233,766	\$318,348	\$(84,582.0)	\$84,582	
Clients with UI Earnings	%	204	0			
Annual Earnings, 12 mth.	\$	\$2,871,792	\$1,092,240	\$1,779,552	\$1,779,552	
Annual Earnings, 12 mth.	%	193	128	65		
Annual Earnings, Post 12 mth.	\$	\$2,767,452	\$1,018,536	\$1,748,916	\$1,748,916	
Annual Earnings, Post 12 mth.	%	190	126	64		
Total Avoided Costs		\$4,364,114				
Total Avoided Costs (No Wages)		\$2,584,562				

Table 61. Group Estimates and Associated Avoided Costs to Society for Terminators

Behavior	Measure	Actual	Predicted if Assessed	Difference	Avoided Cost	\$ per incident
Prison	#Days	39118	23796	15322	\$(616,723)	\$40.25
Jail	#Days	12436	9327	3109	\$(81,766)	\$26.30
Parole	#	22	28	-6.46	\$22	\$3.39
Probation	%	40%	42%	-2%		
Probation (Based on Mean=152)	#Days	22782.4	23684.6	-902.27	\$3,059	\$3.39
Felony Convictions	#	49.7	106.5	-56.76	\$423,360	\$7,458.38
Misdemeanor Convictions	#	99.1	132.4	-33.39	\$249,035	\$7,458.38
Violation Convictions	#	52.7	71.6	-18.92	\$565	\$29.85
Other Convictions	#	83.8	76.8	7.05	\$(210)	\$29.85
Felony Charges	#	164.0	167.6	-3.64	\$11,480	\$3,157.61
Misdemeanor Charges	#	385.8	463.8	-77.91	\$246,009	\$3,157.61
Out of State Charge	#	7.0	28.6	-21.63	\$136,594	\$6,315.22
Supplemental Data						
EPO	#	10.0	25.3	-15.32	\$46,085	\$3,007.73
DVO	#	11.0	25.3	-14.32	\$43,443	\$3,033.62
Inpatient Mental Health	#Days	1510	1625	-115.01	\$11,996	\$104.30
Outpatient Mental Health	#Days	979	1825	-845.88	\$85,332	\$100.88
Accidents	#	8.0	33.9	-25.90	\$45,577	\$1,760.01
Clients with Child Support	#	129.2	0.0			
Child Support Debt (99)	\$	459762.0	483960.0	-24198.00	\$24,198	
Child Support Debt (00)	\$	366744.0	406482.0	-39738.00	\$39,738	
Clients with UI Earnings	%	192.3	0.0			
Annual Earnings, 12 mth.	\$	468420.0	386280.0	82140.00	\$82,140	
Annual Earnings, 12 mth.	%	131.4	122.3	9.08		
Annual Earnings, Post 12 mth.	\$	706626	544566	162060	\$162,060	
Annual Earnings, Post 12 mth.	%	164.9	142.1	22.87		
Total Avoided Costs		\$749,934				
Total Avoided Costs (no wages)		\$667,794				

Figure 2. Avoided Costs to Society--Graduates

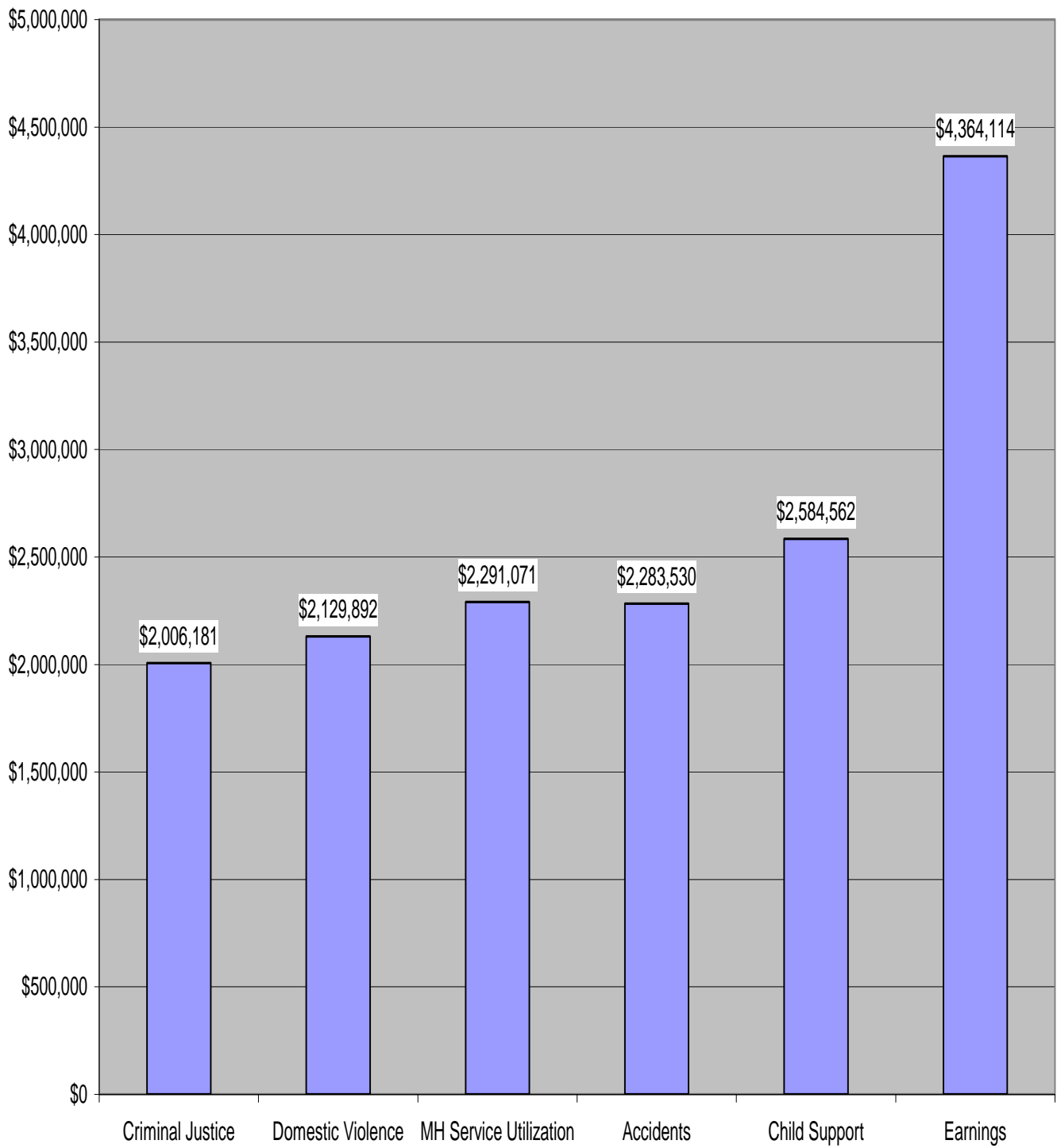


Figure 3. Avoided Cost Savings for Each Dollar Spent for Graduates

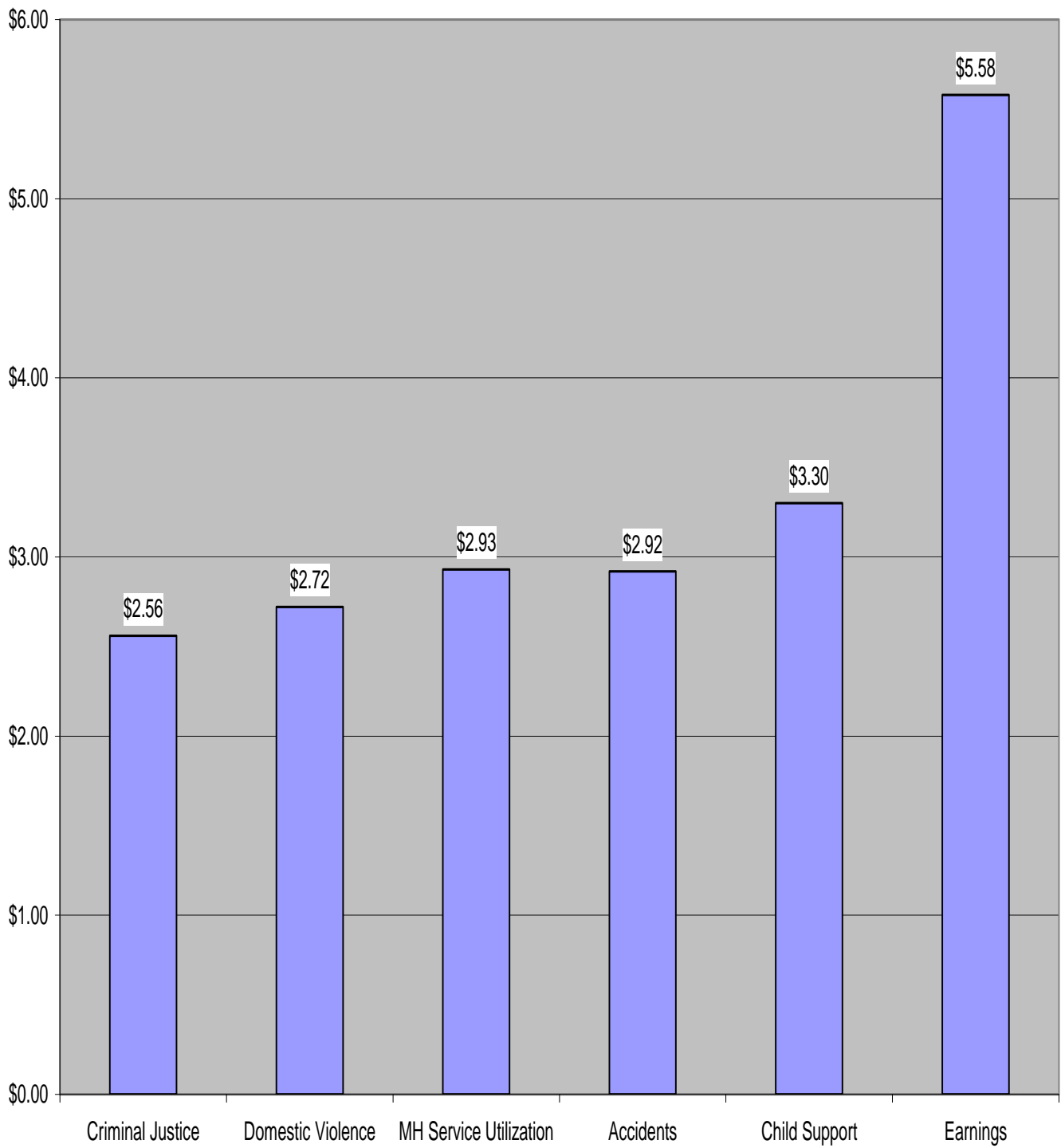
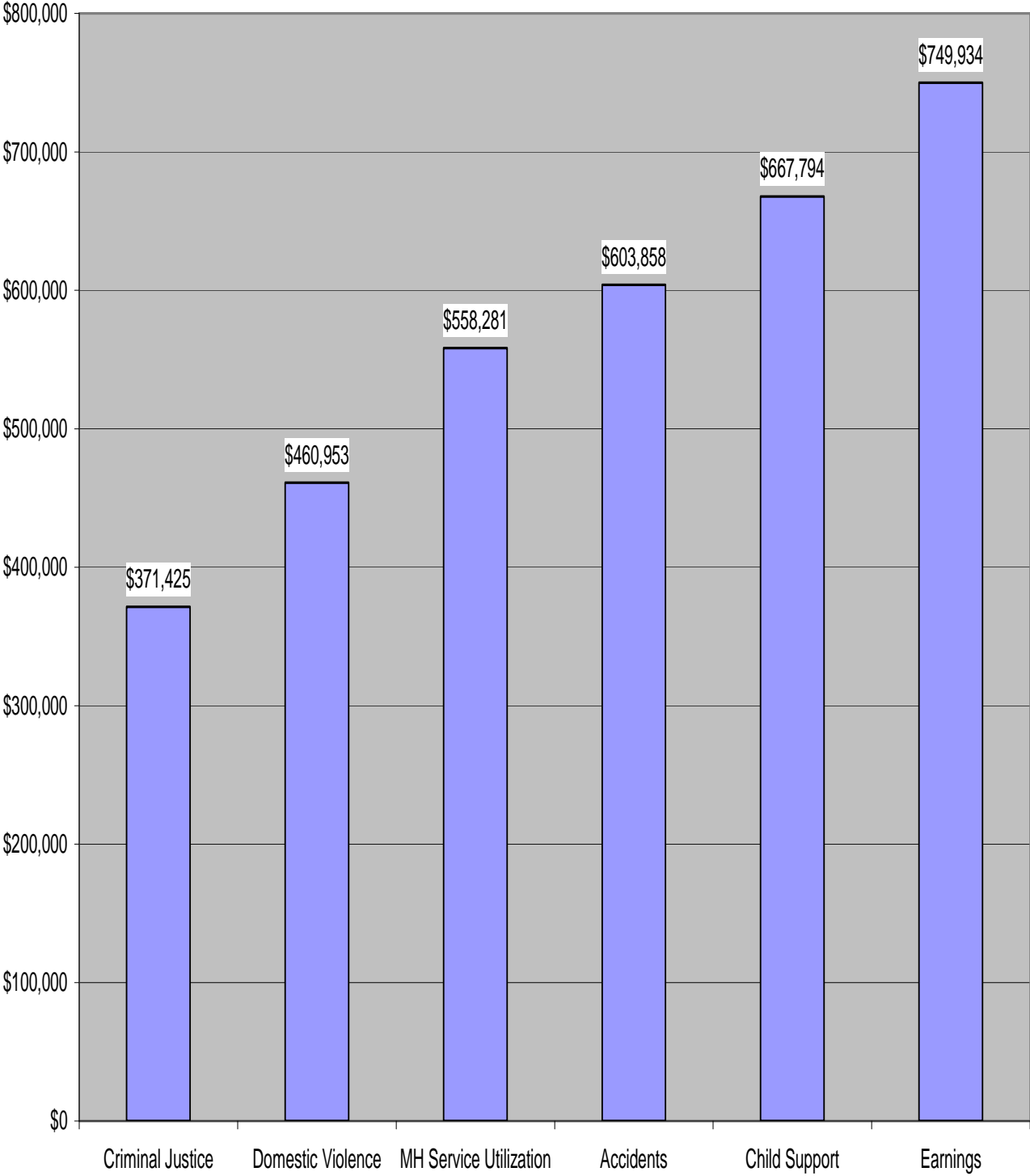


Figure 4. Avoided Costs to Society--Terminators



Results Summary

In general, the variables examined from Drug Court intake information indicated few significant differences between graduates, terminators, and the assessed group regardless of what year they exited from or were assessed for the Drug Court program. There were, however, several significant differences in criminal justice involvement especially with regard to convictions, charges, EPO/DVO petitions, and income. Specifically, graduates had a much lower rates of convictions, charges, and EPO/DVO petitions and a significantly higher income before entering the Drug Court program compared to the other two groups. When type of conviction was examined, there were significant differences on a number of different types of felony and misdemeanor convictions at intake. Fewer graduates had property, drug possession, violent crimes, alcohol crimes, non-support payment, and traffic crimes than the other two groups. In addition, there were significant differences for traffic, probation, and other drug violations between the three groups.

When graduates and terminators were collapsed and compared to non-program participants, no differences emerged for any demographic variables including age, race, gender, employment status, marital status, or days of substance abuse. When individuals were asked about their main substance of abuse, non-Drug Court clients were more likely to indicate alcohol was a problem compared to Drug Court clients while Drug Court clients were significantly more likely to indicate cocaine was a problem compared to non-Drug Court clients. Program participants were less likely to have misdemeanor and other convictions overall than non-program participants.

In general, a major finding from intake and in-program progress data was that client information is not systematically collected or recorded either within or across sites. During the Drug Court program, graduates performed better than either late or early terminators with less drug use and fewer sanctions in Phase I and II of the program as would have been expected. Logistic regression was used to analyze group differences controlling for demographic and criminal justice involvement differences before the individuals entered the Drug Court program. Results indicated that termination was significantly associated with felony convictions, misdemeanor convictions, and other convictions. Graduates were more likely to have violations during the Drug Court program (such as traffic violations).

When time in treatment was examined for terminators, results indicated that time in treatment had some, but not an overwhelming impact on criminal justice involvement after exit from Drug Court program.

The most important results were for the 12 months following the Drug Court program for graduates and terminators, especially compared with the assessed group which serves as a quasi control group. A series of logistic regressions and ANCOVAs were used to analyze group differences controlling for demographic and criminal justice involvement differences before the individuals entered or were assessed for the Drug Court program. Results indicated that graduates, compared to the assessed group, were less likely to have been in prison or jail, less likely to have entered into a new probation period, less likely to have had felony, misdemeanor, and other convictions, less likely to have had felony and misdemeanor charges, and less likely to have used inpatient mental health services in the 12 months after graduating compared to the assessed group. Graduates were in prison and jail fewer days than the other two groups; had less days of probation supervision; had fewer felony, misdemeanor, and other convictions; and had less felony charges than the terminators or the assessed group in the 12-months after exiting Drug Court. Graduates had significantly more days to the first misdemeanor charge, but had significantly fewer days to the first felony charge than the other two groups. Graduates also made significantly more money than the other two groups during this time period.

There were less positive results for terminators when compared to the assessed group. In fact, there was only one significant difference—termination status was significantly and positively associated with prison in the 12 months after exiting from the program.

A longer term outcome period was also used to examine the three groups. Graduates were significantly less likely to have been in prison, to have had other convictions, and to have had out-of-state charges during the period of time after the 12-month period than the assessed group. Results also indicated that graduates had significantly fewer days in prison and jail, and had fewer other convictions than the other two groups. Graduates also made significantly more money during this time period than the other two groups. However, there were no significant results when terminators were compared with the assessed group.

The interview data results were consistent with the secondary data results in that graduates self-reported more stable behavior than terminators. For example, more graduates were married at the time of the interview and were living in their own house or apartment compared to terminators. More graduates were either living with a spouse or alone than terminators, while more terminators reported living with other family members. Terminators were also more likely to have moved in the past year compared to graduates. Associated with more residence changes, terminators reported spending less time, on average, at their current residence than graduates.

Graduates had more education, on average, than terminators. More graduates had a valid drivers license and an automobile available for use than terminators. Graduates reported holding a job longer than terminators and to have worked more months in the past year than terminators. More graduates reported having a professional or managerial type of position than terminators, more graduates reported their job had other benefits besides health insurance than terminators, and graduates reported having health insurance for significantly more months out of the past year compared to terminators. Graduates also self-reported less criminal justice involvement than terminators including arrests, charges, convictions, incarceration, and traffic accidents.

As expected, graduates reported more months of abstinence from drugs than terminators. For terminators and graduates on the street for 3 or more months, more terminators reported crack use than graduates. More terminators reported smoking cigarettes than graduates. Interestingly, more terminators reported attending AA/NA in the past year and in the past 30 days than graduates. More terminators reported past year drug and alcohol treatment, and more days of outpatient treatment in the past 30 days than graduates. And, other than Drug Court treatment, more terminators reported drug treatment in their lifetime than graduates.

Drug Court graduates mentioned that Drug Court was a good experience and that it gave them a second chance in life. Surprisingly, terminators were also generally positive about the Drug Court experience and mentioned that Drug Court gave them help and support. Terminators also, for the most part, recognized that the program only works if the individual is willing to work at treatment.

When costs were computed using the DATCAP, results indicated that the daily cost of the Fayette Drug Court was \$9.93 per day, the daily cost of the Jefferson County Drug Court program was \$3.58 per day, and the daily cost of the Warren Drug Court program was \$8.21 per day. The average annual accounting cost of a client, across all three programs, was \$2,639.76. When opportunity cost was considered, the daily cost went up slightly for all three Drug Court programs ranging from \$4.12 to \$17.84. The average annual accounting and opportunity cost of a client, across all three programs, was \$4,140. Also, for the entire treatment episode, each graduate cost, on average, \$3,318.95. Terminators cost, on average, \$1,198.58. Overall, clients cost an average of \$2,088.60 when only accounting costs are considered. Across all three programs, episodic treatment accounting and opportunity costs for graduates were \$5,132.31, terminators were \$1,791.12, and overall both graduates and terminators were \$3,178.16.

The avoided costs to society analysis results found that, for the most part, adverse and undesirable outcomes were reduced for graduates. An exception to this was the number of traffic accidents for graduates. For the graduates, the most significant cost savings were associated with the reduced incarceration and the reduced likelihood (and therefore number) of convictions and charges. Reduced jail time also added to the avoided costs. The most significant impact was on the increased annual earnings of graduates. Annual earnings were \$1,799,552 higher for this group with Drug Court than without it. Total avoided costs or “benefits” for graduates was estimated to be \$4,364,114. Note that this figure included earnings. If cost savings to taxpayers or other third parties is the major consideration, earnings may need to be excluded; thus decreasing the avoided costs to \$2,584,562, still a substantial number. When accounting costs for graduates of the Drug Court program were factored in, for every dollar spent on a Drug Court graduates there was an avoided cost savings of between \$3.30 and \$5.58. When both accounting and opportunity costs for graduates of the Drug Court program were factored in, for every dollar spent on a Drug Court graduates there was an avoided cost savings of between \$2.11 and \$3.56.

For terminators, the gains were less pronounced than for the graduates. In fact, there are some substantial increased costs associated with terminators, most noticeably the \$616,723 cost associated with more incarceration in prisons. This translates to an avoided cost savings of between \$1.02 to \$1.14 if earnings are included and only accounting costs are used.

When the costs for Drug Court program graduates and terminators were factored in together, for every dollar spent on a Drug Court participant there was an avoided cost savings of \$2.26 (without including earnings) to \$3.56 (including earnings) per Drug Court participant in a one year period when only accounting costs were considered, and a cost savings of \$1.44 (without including earnings) to \$2.27 (including earnings) per participant in a one year period when opportunity costs were included.

Summary and Discussion

The purpose of this Drug Court program evaluation was to present: (1) A brief description of the three established Kentucky Drug Court programs; (2) Follow-up comparisons of criminal justice involvement and social adjustment indicators for Drug Court graduates, program terminators, and a quasi control group (a group of individuals assessed for the Drug Court program but who did not enter); (3) Follow-up social adjustment differences by randomly selecting graduates and terminators for interviews; and (4) An examination of Drug Court costs and benefits in terms of avoided costs.

Summary and Discussion of Program Description Results

The first objective of the evaluation was to provide a description of the three Drug Court programs included in the evaluation. All three programs were based on the *Key Components* and had three program phases which takes an average client approximately 18 months to complete. The Jefferson County Drug Court program was established in 1993, the Fayette program was established in 1996, and the Warren program was established in 1997.

Client Characteristics. Fayette and Jefferson County programs serve primarily male clients (71%-73%), the majority of clients were African American (61%-64%), white (30%-35%), and in their early thirties (31-33 years old). The Warren Drug Court program clients are 64% male, 40% African American, 60% white, and were 30 years old on average. Compared to national data on client characteristics, the gender and age distributions in these three Drug Court programs are comparable. For example, 72% of clients were reported as male and 37% of the clients were between the ages of 26 and 35 years old nationally (American University, 2001). The racial distribution is different than the national rates, with 38% of Drug Court clients who are African American nationally.

Program Operations. Fayette and Warren program case specialists had between 18 and 28 clients, on average, per month over a two year period (FY 1999 and 2000). Jefferson County program case specialists had between 50 and 60 clients, on average, per month over a two year period. In Fiscal Years 1999 and 2000, across all three programs, staff conducted between 66 and 547 individual sessions a month and between 30 and 138 group sessions. In the Fayette and Warren Drug Court programs, between 668 and 883 drug screens were conducted per month, with approximately 10% to 17% of active clients each month, on average, that had a positive urine screen. Between 12 and 13 family sessions, 9 and 18 court sessions, 90 and 169 employment verifications, 90 and 149 housing verifications were conducted each month, and between \$1,500 and \$2,700 was collected from participants for payment obligations. Fayette and Warren Drug Courts reported between 1 and 4 new arrests on average per month across both fiscal years and monthly average of between 13 and 35 sanctions.

Graduation Rates. Graduation rates for Fayette and Jefferson County were 39% over all of the years and 50% for Warren. These graduation rates are comparable to other Drug Court programs. Reports examining multiple Drug Court programs indicate that there is about a 47% to a 48% graduation rate, on average, among Drug Court programs (Belenko, 2001; GAO, 1997). Other reviews indicate Drug Court graduation rates range from 36% to 67% (American University, 2001; Belenko, 2001).

Summary and Discussion of Methods

In order to accomplish the goals of the evaluation, multiple methods were used. The data collection began in November 1999 and ended with the analysis in June 2001. As noted in the Introduction section of this report, many Drug Court outcome evaluations suffer from methodological problems. The purpose of this evaluation was to examine the effectiveness of three Drug Court programs in Kentucky and to address as many of the methodological issues noted in other evaluations as possible. Methodological problems have been noted in several literature reviews of Drug Court outcome evaluations (Belenko, 1998; 1999; 2001).

One of the most common issues noted is that follow-up times are too short and limit generalizability of long term effects of the Drug Court programs. This evaluation used a 12-month post-program follow-up time period which was equalized across all study participants. This study also attempted to examine longer term outcomes. Thus, a 12-month period after graduating, exiting, or being assessed for Drug Court was examined along with time after that 12-month period, which averages as an additional one year period for the 1997 and 1998 group and an additional three year period for the 1995 and 1996 group.

A second issue commonly noted is that most outcome evaluations use only official arrest records to assess outcome and do not include a comprehensive analysis or a full range of costs and benefits. This study expanded beyond measures of recidivism and examined multiple outcomes. This multi-method study included 15 different data sources about each of the individuals in the sample from five main areas—in program, criminal justice, supplemental data, interviews, and costs/avoided costs. More specifically, the secondary data sets included: client files (intake assessment information and in-program progress data), ORION (prison and parole information), local jails (jail information), probation supervision (local probation office data), CourtNet (charge and conviction data), NCIC (out-of-state charges), EPO/DVO petitions, mental health service utilization, traffic accidents, child support collections, and Department of Employment Services (DES) employment data on quarterly earnings. This evaluation also included face-to-face interviews with a random sample of 136 graduates and terminators from the study sample. In addition, program costs were estimated using a scientifically based instrument, the DATCAP.

A third concern noted is that most Drug Court outcome evaluations have problems with the selection of an appropriate comparison group, not including outcomes for all Drug Court clients, and small sample sizes. This study included 745 individuals in the study from all three sites and from three groups—graduates, terminators, and a quasi control group of individuals assessed who did not enter the Drug Court program.

A fourth concern noted is that few evaluations include post-program data on health, employment, or other measures that might be obtained through a random sample of Drug Court graduates. This study included interviews with a random sample of 136 graduated and terminated program participants from all three sites. The interviews covered a broad spectrum of life functioning areas including: demographic information, medical history, employment/support status, drug and alcohol use history, sexual history, legal status, family/social relationships, and psychiatric status.

Summary and Discussion of Follow up Results

Before Drug Court. One of the most important issues to consider in evaluating program impact is to ensure there is an appropriate comparison group. This study used a group of participants (n=152) who were assessed but did not enter the Drug Court program. Although random assignment is the most reliable way to establish program outcomes, clients are rarely randomly assigned to the Drug Court program which necessitates the use of a quasi control group. In fact, Belenko (1998; 1999; 2001) conducted reviews of Drug Court program evaluations and found that of the 28 outcome evaluations reviewed, 7% (n=2) randomly assigned clients to Drug Court and some other form of criminal justice monitoring such as probation, 11% used a matched group of probationers as a control group, 43% used a matched group or randomly selected a group of individuals who would have been eligible for the Drug Court program before the Drug Court program was implemented, and 39% used a group of individuals who were assessed for the Drug Court program but did not enter, like the current study.

It is also important to establish differences between groups before they entered the program. In general, the variables examined from the intake information indicated few significant differences between graduates, terminators, and the assessed group regardless of what year participants exited from or were assessed for the Drug Court program. There were, however, several significant differences in criminal justice involvement especially for convictions, charges, EPO/DVO petitions, and income. Specifically, graduates had a much lower rate of convictions, charges, EPO/DVO petitions, and a significantly higher income before entering the Drug Court program compared to the other two groups. When type of conviction was examined, there were significant differences on a number of different types of felony and misdemeanor convictions at intake. Fewer graduates had property, drug possession, violent crimes, alcohol crimes, non-support payment, and traffic crimes than the other two groups. In addition, there were significant differences for traffic, probation, and other drug violations between the three groups.

When the graduates and terminators were collapsed and compared to non-program participants, no differences emerged for any demographic variables including age, race, gender, employment status, marital status, or days of substance abuse. When individuals were asked about their main substance of abuse the non-Drug Court clients were more likely to indicate alcohol was a problem compared to Drug Court clients while Drug Court clients were significantly more likely to indicate cocaine was a problem compared to non-Drug Court clients. Program participants were less likely to have misdemeanor and other convictions overall than non-program participants.

During Drug Court. As expected, during the Drug Court program, graduates performed better than either late or early terminators with less drug use and fewer sanctions in Phase I and II. Logistic regression was used to analyze group differences controlling for demographic and criminal justice involvement differences before Drug Court entry. Results indicated that termination was significantly associated with felony convictions, misdemeanor convictions, and other convictions. Graduates were more likely to have violations during the Drug Court program (such as traffic violations).

The finding that graduates perform better while in the program are consistent with other Drug Court evaluations that have examined in program progress (Belenko, 2001). In fact, Belenko (2001) noted that Drug Court clients that are most at risk during the program may be those with earlier sanctions and that clients sanctioned early in the program need to be targeted with more intense monitoring and/or special services to reduce their likelihood of termination.

When time in treatment was examined for terminators, results indicated that time in treatment did not have an overwhelming impact on criminal justice involvement after leaving the Drug Court program. Peters and Murrin (2000) found that outcomes were improved for terminators who stayed in the program for at least a year, however, those who dropped out before completing a full year had substantially reduced outcomes. In the current study, only 21% of the sample of terminators remained in the program for 1 year or more which may have diminished the time in treatment results.

12-Month Follow Up. The most important results are for the 12 months following exit from the Drug Court program for graduates and terminators, especially compared with the assessed group which serves as a quasi control group. A series of logistic regressions and ANCOVAs were used to analyze group differences controlling for demographic and criminal justice involvement differences before individuals entered or were assessed for the Drug Court program. Results indicated that graduates, compared to the assessed group, were less likely to have been in prison or jail, less likely to have entered a new probation period, less likely to have had felony, misdemeanor, and other convictions, less likely to have had felony and misdemeanor charges, and less likely to have used inpatient mental health services in the 12 months after graduating or being assessed for the program. Graduates were in prison and jail fewer days than the other two groups; had less days of probation supervision; had less felony, misdemeanor, and other convictions; and had less felony charges than the terminators or the assessed group in the 12-months after exiting the Drug Court program. Graduates had significantly more days to the first misdemeanor charge, but had significantly fewer days to the first felony charge than the other two groups. Graduates also made significantly more money than the other two groups during this time period.

The finding, that graduates do better than the control group after exiting the Drug Court program, is consistent with previous research (Belenko 1999; 2001). However, not all studies report positive and significant differences between graduates and control groups, or differences that are as strong as the differences in this study (Belenko, 1999; 2001). Belenko (1998; 1999) reviewed the evaluation research that was available on U.S. Drug Court programs and found that in eleven of eighteen studies (61%) involving comparison groups, Drug Court participants had lower post-program recidivism rates than comparison groups. The remaining studies (n=7) either had results showing recidivism rates similar to or worse than the control group. Belenko (1999) concluded that differences in results were most likely due to differences in: the comparison group, the length of follow up time, the recidivism measure, the Drug Court structure or quality of treatment services, and the target population served. For example, seven of the 12 studies followed participants for up to 12 months, two studies followed participants for 30 months, one study followed participants for nine months, and two studies did not indicate the length of the follow up time. In addition, each of the twelve studies used re-arrest rates as a recidivism index, one study used reconviction rates as an additional index of recidivism, and one study used jail days as a recidivism index.

There were less positive results for terminators when compared to the assessed group. In fact, there was only one significant difference—termination status was significantly and positively associated with prison in the 12 months after exiting Drug Court. Terminators may have been more likely to have been in prison because of the sentence imposed for terminating from the Drug Court program.

After the 12 Month Period Follow Up. A longer term outcome period was also examined for the three groups. Graduates were significantly less likely to have been in prison, to have had other convictions, and to have received out-of-state charges during the period of time after the 12-month period than the assessed group. Results also indicate that graduates had significantly fewer days in prison and jail, and had fewer other convictions than the other two groups. Graduates also made significantly more money during this time period than the other two groups. There were no significant results when terminators were compared with the assessed group.

Summary and Discussion of Interview Results

The interview data results were consistent with the secondary data findings in that graduates self-reported more stable behavior than terminators. For example, more graduates were married at the time of the interview and were living in their own house or apartment compared to terminators. More graduates were either living with a spouse or alone than terminators, while more terminators reported living with other family members. Terminators were also more likely to have moved in the past year compared to graduates. Associated with more residence changes, terminators reported spending less time, on average, at their current residence than graduates. Graduates had more education, on average, than terminators. More graduates had a valid drivers license and an automobile available for use than terminators. Graduates reported holding a job longer than terminators and to have worked more months in the past year than terminators. More graduates reported having a professional or managerial type of position than terminators, more graduates reported their job had other benefits besides health insurance than terminators, and graduates reported having health insurance for significantly more months out of the past year compared to terminators.

As expected, graduates reported more months of abstinence from drug use than terminators. For terminators and graduates on the street for 3 or more months, more terminators reported crack use than graduates. More terminators reported smoking cigarettes than graduates. Interestingly, more terminators reported attending AA/NA in the past year and in the past 30 days than graduates. More terminators reported past year drug and alcohol treatment, and more days of outpatient treatment in the past 30 days than graduates. Other than Drug Court treatment, more terminators reported drug treatment in their lifetime than graduates.

Graduates also self-reported significantly less criminal justice involvement than terminators including arrests, charges, convictions, incarceration, and traffic accidents.

Drug Court graduates mentioned that Drug Court was a good experience and that it gave them a second chance in life. Terminators were also generally positive about the Drug Court program and mentioned that Drug Court gave them help and support. Terminators also, for the most part, recognized that the program only works if an individual is willing to work toward treatment.

Summary and Discussion of Drug Court Cost Results

When accounting costs were estimated using the DATCAP, results indicate that the daily cost of Drug Court participants ranged from \$3.58 to \$9.93 per day across the three programs with an average cost of \$7.24 per day. The annual cost of Drug Court participants ranged from \$1,306 to \$3,625 across the three programs with an average cost of \$2,642. In addition, the total cost per Drug Court client, across all three programs, was \$2,089.

This is one of the first Drug Court program cost estimates to consider opportunity costs. Costs that the program does not directly pay must be considered part of the program costs, especially if the program could not function without those services. For example, although the program does not directly pay for the jail time used for client sanctions, jail time is a central component of the program in all three sites. Thus, jail costs must be considered a program cost. Other examples of opportunity costs include Judge time, administrative time provided by the Administrative Office of the Court, police time, probation time, and prosecutor time.

When accounting and opportunity costs are considered the daily cost of the Drug Court program rose to between \$4.12 and \$17.84 with the average daily accounting and opportunity cost at \$11.34. The episodic accounting and opportunity costs ranged from \$4,175.05 and \$1,575.06 with the average, across all three programs, at \$3,178.16. When both accounting and opportunity costs for graduates of the Drug Court program were factored in, for every dollar spent on a Drug Court graduate there was an avoided cost savings of between \$2.11 and \$3.56.

Even when opportunity costs are considered, the cost of the Kentucky Drug Court programs are comparable to Drug Court programs in other states. Belenko (1999; 2001) reported the costs of several Drug Court programs. Most of these programs were based on accounting costs. Results from Los Angeles County found that daily costs per graduate ranged from \$14.53 to \$21.50, and the average daily cost per client from the Washington, DC Drug Court was \$21.01 per day (for a total of \$8,708 per participant). Other evaluations reported the total cost per Drug Court client was \$3,900 in Mendocino County, CA; \$4,352 in Douglas County, NE; and \$14,781 in Cumberland County, ME.

In addition to the fact that the cost of Drug Courts in Kentucky are comparable or lower than Drug Court programs in other states, the annual cost of a Drug Court graduate (\$2,642 accounting cost and \$4,140 accounting and opportunity cost) is much less than the annual cost of housing an individual in jail (\$9,600) or prison (\$14,691), and not much higher than the annual cost of supervising an individual on probation (\$1,237) in Kentucky.

Summary and Discussion of Avoided Costs to Society Analysis Results

The avoided costs to society analysis in this study found that, for the most part, adverse and undesirable outcomes were reduced for graduates and that the most significant cost savings were associated with reduced incarceration. Another important factor is the increased annual earnings of graduates. Total avoided costs or “benefits” for graduates was estimated to be \$4,364,114 when earnings were considered and \$2,584,562 without earnings in a one-year period.

When the costs for Drug Court program graduates were factored in, \$782,745 for the total sample, for every dollar spent on a Drug Court graduate there was an avoided cost savings of \$3.30 to \$5.58 per graduate in a one year period when only accounting costs were considered, and a cost savings of \$2.11 to \$3.56 per graduate in a one year period when opportunity costs were included. Another way to frame the results is that there was a savings of \$16,132 per graduate when earnings were included, and a savings of \$8,116 in a one year period without the earnings per graduate using accounting costs. When the opportunity costs were used, \$1,226,013, there was a savings of \$14,136 per graduate when earnings were included, and a savings of \$6,120 per graduate without the earnings in a one year period.

Results for terminators were less pronounced than for the graduates. However, for most outcome measures there was a gain, that is, reductions in undesirable behavior and increases in desirable behavior, except with regard to time in prison and child support deficits. Total avoided costs or “benefits” for terminators was estimated to be \$749,934 when earnings are considered and \$667,794 without the earnings.

When both graduates and terminators were included there is an estimated savings of \$6,199 per client when earnings were included, and a savings of \$3,059 in a one year period without the earnings per client using accounting costs. When the opportunity costs for Drug Court program graduates and terminators combined were used, there was an estimated savings of \$4,826 per participant when earnings were included, and a savings of \$1,686 per participant without the earnings in a one year period. For every dollar spent there was an avoided cost savings of \$2.26 to \$3.56 per Drug Court participant in a one year period when only accounting costs were considered, and a cost savings of \$1.44 to \$2.27 per participant in a one year period when opportunity costs were included (higher costs are associated with including earnings in the estimates).

The savings from the Kentucky Drug Court graduates are comparable when earnings are not included, and substantially higher when earnings are included than reported in other Drug Court programs. When both terminators and graduates are included, results are slightly lower than other cost estimates without earnings and comparable with earnings. For example, Finigan (1998; 1999) reported the estimated cost per Drug Court participant (graduates and terminators) was \$4,522. He went a step further than most evaluations and estimated the costs and “avoided” costs to society using criminal justice information, arrest and conviction costs, victim costs, Medicaid claims, and public assistance. Results indicated that every dollar spent produced \$2.50 in avoided costs savings to taxpayers. Washington, DC found the net benefit (for estimated costs associated with new crimes) of the Drug Court program to be \$2,973 per participant and Cumberland County, ME reported a net savings of \$5,557 for each participant per year including both graduates and terminators in the analysis (Belenko, 1999; 2001).

Limitations

There are several limitations to the outcome evaluation that must be noted. First, the results are limited due to the comparison group. There are always threats to the validity of the findings without random assignment and collecting specific and intense measures for both the control and experimental groups. There may have been key variables that affected the study findings such as mental health problems, treatment before entering the program, years of regular drug use, and motivation. Because these variables were not measured, it is not clear whether or not the differences observed are due to the program or to selection bias, even though every effort was made to control for that bias.

In addition, the follow up time of 12-months is not sufficient to adequately evaluate program outcomes. Although longer term outcome examination was attempted, there were several constraints including variable length of time and reduced sample sizes for each subsequent month after the 12-month period. The long-term impact of the Drug Court program was addressed cursorily. Because two of the three programs used in the outcome evaluation were relatively new programs it, was difficult to obtain reliable estimates of longer-term behavior. Even so, there was some evidence (e.g., earnings, child support, and criminal justice involvement results after the 12-month period) that suggests the gains associated with Drug Court do not vanish in a short period of time. If these gains are longer lasting, as is suggested by the results from the current study, the estimated cost-benefit measures based on a 12-month period seriously underestimate the total benefits of the Drug Court program. Benefits, such as the avoided costs associated with criminal justice system and increased earnings may continue for a significant time after 12-months. To fully analyze and understand the impacts of Drug Court, efforts must be made to collect outcomes for several years, not simply a one or two year window.

There were also limitations to the data sets used. For example, participant records were not consistent or complete which reduced the ability to examine in-program progress measures and associations with outcomes. There were also problems with the other secondary data sets including the intense manualized labor to collect and enter the information which potentially introduced errors in recording and entering the information. There were also errors and problems with recording information from the respective agencies. There were limitations in the various data sets specifically with regard to time frames available for analysis which may have impacted results. For example, the child support information could only be obtained for the three most recent years which limited the ability to examine an equalized 12-month period after criterion date for all participants. In addition, including a larger sample for face-to-face interviews as well as including individuals from the assessed group may have provided additional and valuable information about the Drug Court program.

Further, the Drug Court program cost estimate for this study may have underestimated some aspects of the program costs and over estimated others. There are also many potential avoided costs to society that were not collected which may have substantially impacted the cost savings estimates. For example, data sets such as welfare, food stamps, and Medicaid may be extremely important in estimating the true impact of the Drug Court program.

Recommendations

There are two major recommendations that emerged from this Drug Court outcome evaluation. First, Kentucky Drug Court programs should implement a user friendly client data tracking system, preferably a computerized Management Information System (MIS). Although, there is an MIS in development for Kentucky (Logan, Messer, & Leukefeld, 2001), a concern is that programs will not implement and use a MIS system consistently. Although a paper MIS is in place, information was not recorded in a consistent manner and in many cases with little documentation of client progress. It is critical, for the next outcome evaluation, to begin to examine the influence of treatment and sanctions on outcomes both on retention and graduation as well as performance on exiting Drug Court. This outcome evaluation will require detailed and specific information about clients during the program.

The second recommendation is that programs may want to consider conducting more targeted assessments to ensure higher graduation rates and program outcomes. Along with more targeted assessment at intake, focusing intensive services and monitoring clients at high risk for dropping out is recommended. The cost and avoided costs to society analysis showed that there are substantial savings for graduates, but the savings are much less for terminators. It is recommended, from these results, that programs assess clients more intensively to screen out those with high rates of convictions, charges, and EPO/DVO petitions, and those with the lowest incomes. The negative aspect of screening out clients is that these clients may be most in need of Drug Court services. The other strategy is to enter these high risk clients into Drug Court but to target them for the intense services and monitoring. In addition to the risk factors identified at intake, results indicated clients who had dirty urines and incarceration sanctions earlier in the program were at higher risk for termination. Individuals exhibiting these risk factors should be targeted with more intensive services and monitoring.

Concluding Remarks

A significant potential benefit of any treatment program may arise if the program is responsible for reducing costly behavior by participants or increasing productive activities from participations. In this respect, particularly for graduates, Drug Court involvement was associated with pronounced reductions in costly incarceration, mental health services, and legal costs associated with criminal charges and convictions. In addition, there was an increase in earnings and in child support payment which is evidence of more productivity by the graduates.

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