

**Bourbon-Scott-Woodford  
Planning Grant  
Drug Court Program  
Process Evaluation**

**July 1999- June 2000**

**Bourbon-Scott-Woodford  
Planning Grant  
Drug Court Program  
Process Evaluation**

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## Executive Summary

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The purpose of this report is to provide the results of a process evaluation of the planned Bourbon-Scott-Woodford Drug Court program, in the Fourteenth Judicial Circuit. The process evaluation included interviews and surveys with nine different individuals representing seven different agency perspectives who provided information about the planned Bourbon-Scott-Woodford Drug Court program for this report. The data for this report is for the period from July 1999 to June 2000.

The overall most compelling reason for implementing a Drug Court program in the Bourbon-Scott-Woodford jurisdiction is the major drug problem in the area. The planning coordinator indicated that the Circuit Court docket in Scott County typically consists of at least 70% drug offenses. She went on to state that the drug problem is spreading from Scott County to Woodford and Bourbon counties. Additionally, the planning coordinator indicated that Interstates 75 and 64 intersect Scott County, and she believed both highways contribute to the drug availability and trafficking in the area. The fully operational Bourbon-Scott-Woodford Drug Court program is projected to begin December 2000.

The mission of Kentucky's Drug Courts is to create a criminal justice environment that stops illicit drug use and related criminal activity and promotes recovery. Clients will spend between one to two years in the Drug Court program before graduating.

*Program Goal Achievement.* The mission of the planned Bourbon-Scott-Woodford Drug Court program is to make a positive impact on the communities. The program is designed to create productive citizens with a positive purpose in their lives through rehabilitation, education, and sanctions. The Bourbon-Scott-Woodford Drug Court program intends to reduce criminal activity and drug addiction throughout the Circuit. This will be accomplished by adopting a multi disciplinary team approach. The primary goal of the planned Drug Court program is to reduce recidivism due to drug addiction. The Bourbon-Scott-Woodford Drug Court program will report to the Administrative Office of the Courts on the following goals: promoting abstinence; decreasing recidivism; increasing community safety; increasing life skills; increasing community awareness; and expanding and maintaining a resource base.

*Drug Court Staff.* The Bourbon-Scott-Woodford Drug Court presently employs one staff member, the planning coordinator. The Judge and other Drug Court team members volunteer their time to plan the program in addition to their other occupational obligations.

*Drug Court Judges.* Currently, one of the Circuit Judges of the jurisdiction is involved with the planned Bourbon-Scott-Woodford Drug Court program, Judge Paul Isaacs. Judge Isaacs has been on the bench for eight months. The Judge, along with other team members, attended three training sessions to prepare in for planning the Bourbon-Scott-Woodford Drug Court. In addition, four planning meetings have been held to date.

*Drug Court Clients.* All clients of the planned Bourbon-Scott-Woodford Drug Court program will be volunteers. The planning coordinator indicated that the clients of the Drug Court program will most likely be dependent on government funds as their primary means of support and will be unaccustomed to the responsibilities of employment. The Judges and planning coordinator expect that the drugs of choice of Bourbon-Scott-Woodford Drug Court clients will most likely include crack and marijuana.

*Unique Aspects.* One unique aspect of the Bourbon-Scott-Woodford Drug Court program is that currently only one Judge is planning to serve the entire jurisdiction. He noted that his docket was crowded already and that the Drug Court program would be accommodated in some way. Another unique aspect of the program is that clients will be required to provide their own transportation and childcare services.

*Strengths.* Each representative was asked about his or her perceived strengths of the Bourbon-Scott-Woodford Drug Court program. The following are the most commonly mentioned strengths among respondents: (1) The program will provide a strong substance abuse treatment option; (2) The program will increase contact with court officials; (3) Drug Court will provide enhanced services to clients; (4) Drug Court will result in reduced recidivism rates; (5) Drug Court will facilitate multidisciplinary cooperation; (6) Drug Court will provide intense supervision of participant on a daily and weekly basis; and (7) Drug Court will help addicts become productive citizens.

*Benefits.* Benefits that the representative expects to see as a result of the Drug Court program, are: (1) Drug Court will provide an additional treatment option for offenders; (2) A reduction in the number of repeat offenders due to substance abuse; (3) Drug Court will facilitate better community coordination in working with offenders; (4) Drug Court will save money in criminal justice costs; (5) Drug Court provides an opportunity to truly help offenders.

*Drawbacks.* The planning coordinator indicated that the biggest drawbacks in implementing a Drug Court program in the jurisdiction would be coordinating with community resources. Three extra court times will have to be implemented if the Drug Court status hearings are held in each county, rather than one central location. Additionally, office space will have to be acquired for the Drug Court staff.

*Advice to new Drug Court programs.* The planning coordinator offered the following advice to new Drug Court programs: "Ask entire community to first organize/planning meetings. Get everyone involved from the beginning."

*Concluding Comments.* The following comments are summaries of what respondents think about the Drug Court program:

- “I’m excited about having the opportunity to see the Drug Court and to see what it can do for our jurisdiction and a bit intimidated about the amount of work that it will involve.”
- “Drug Court will be of great importance in our area for clients to understand that each program provides opportunities to lead a better, law-abiding life. However, if opportunities are not used constructively, the Court will impose strict penalties.”
- “I think that it is a good program that can address a problem that has not actively been addressed in the past.”
- “I think it is an excellent program and the benefits outweigh the negatives.

*Summary.* In summary, the Bourbon-Scott-Woodford Drug Court program received a federal planning grant in July 1999. The fully operational program is projected to begin December 2000. The program will be firmly established on the Key Components and will have three program phases, which will take an average client approximately 18 months to complete.



## Program Description and Background

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The motto for the Kentucky Drug Courts is “A chance...a change.” Kentucky’s Drug Courts are aligned with more than 400 Drug Courts in operation and 220 Drug Courts that are in the planning process, across the United States.<sup>1</sup> During Fiscal Year 1998, the number of drug offenses in Bourbon County was 292; the number of drug offenses in Scott County was 568, and the number of drug offenses in Woodford County was 370. During Fiscal Year 1998, the number of drug arrests per every 1000 persons was 15.2 for Bourbon County. There were 19.9 drug arrests per every 1000 persons in Scott County, and 16.8 per every 1000 residents arrested in Woodford County were drug arrests.<sup>2</sup>

As a result, the Bourbon-Scott-Woodford Circuit received a federal Drug Court planning grant in July 1999. Judge Cantrill initiated the planning grant application. However, Judge Isaacs was elected to fill Judge Cantrill’s seat and took over the planning of the Bourbon-Scott-Woodford Drug Court program.

According to the 1990 census, the population of Bourbon County was 54.6% rural; Scott County was 52.2% rural, and Woodford County was 63.6% rural. The Bourbon-Scott-Woodford Drug Court program will serve the Fourteenth Judicial Circuit. The Bourbon-Scott-Woodford jurisdiction is located in the Inner Bluegrass region of the state.<sup>3</sup>

The purpose of this report is to provide the results of a process evaluation of the planned Bourbon-Scott-Woodford Drug Court program, in the Fourteenth Judicial Circuit. The process evaluation included interviews and surveys with nine different individuals representing seven different agency perspectives who provided information about the planned Bourbon-Scott-Woodford Drug Court program for this report (see Appendix A for process evaluation methodology). The data for this report is for the period from July 1999 to June 2000.

Currently, the program employs one staff member, the planning coordinator. A treatment coordinator and case specialist will be hired after additional funding is received. Clients will meet for treatment sessions at a local treatment provider. The Office of Probation and Parole will conduct all urinalyses for the Bourbon-Scott-Woodford Drug Court program.

Circuit Judge Isaacs plans to serve as the Drug Court Judge. The Judge believes the Drug Court program will be highly beneficial in the Bourbon-Scott-Woodford jurisdiction, due to the high number of substance abuse cases that come through the court system. He indicated that the Drug Court program was better than the alternative, incarceration, because there will be more direct supervision.

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

<sup>2</sup> Count of Drug and Non-Drug Offense Charges by County for Fiscal Year 1998. Research and Statistics Department of the Administrative Office of the Courts.

<sup>3</sup> Kentucky Atlas & Gazetteer. <http://www.uky.edu/KentuckyAtlas>. June 2000.

The Bourbon-Scott-Woodford Drug Court team has attended several training sessions, locally and nationally, in order to prepare for the planned program. Trainings include the following:

- San Bernadino, California, May 1997
- Drug Court staffing and status hearing observation, Lexington, Kentucky, November, 1999
- Adult Drug Court Planning Workshop I, Ft. Lauderdale, Florida, February, 2000
- NADCP-COPS Training, Lexington, Kentucky, April 2000
- Adult Drug Court Planning Workshop II, Buffalo, New York, May 2000

The Bourbon-Scott-Woodford Drug Court program will be grounded in the Key Components described in the 1997 publication, *Defining Drug Courts: The Key Components*.<sup>4</sup> The Key Components were developed by the Drug Court Standards Committee to ensure the primary goals of a Drug Court program were met (see Table 1). The overall mission of Drug Courts is to stop the abuse of alcohol and other drugs and related criminal activity. In exchange for successful completion of the treatment program, the court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. Drug Courts transform the roles of both criminal justice practitioners and Alcohol and Other Drug (AOD) treatment providers. The Judge is the central figure in a team effort that focuses on sobriety and accountability as primary goals.

Table 1. Key Components

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

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

## **Program Goals**

The primary goal of the Bourbon-Scott-Woodford Drug Court program is to reduce recidivism due to drug addiction. In addition to the primary goal, the Bourbon-Scott-Woodford Drug Court will report to the Administrative Office of the Courts on the following goals and measures of goal achievement:

Table 2. Program Goals and Measures

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

Judge Isaacs believes the most critical component of the Drug Court program is making a difference in the clients' lives. He indicated that the staff must be fair in order to make the program successful. The planning coordinator indicated that the critical components of the Drug Court program are that the team must be willing to give and help in the planning of the program.

## **Client Goals**

The Drug Court team is currently creating the procedure manual for the Bourbon-Scott-Woodford Drug Court program. The procedure manual will include the client goals. Judge Isaacs indicated the program manual will be adapted from the Drug Court program manual created by the Administrative Office of the Courts, which includes the goals listed in Table 3. (See Appendix B for the Administrative Office of the Courts Drug Courts Program Procedure Manual). Clients must agree to these goals and sign an agreement-of-participation form after having reviewed the program requirements with the Judge and their defense attorneys.

Table 3. Client Goals

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

### **Recruitment and Screening**

Clients will learn about the Drug Court program through various sources, such as their defense attorneys, prosecution, judges, family members, police, and possibly from the inmates in jail and/or jail staff. A Drug Court brochure has been developed and will be used in the recruiting process (see Appendix C).

Judge Isaacs stated that most clients will enter the Bourbon-Scott-Woodford Drug Court program in order to avoid incarceration and some may want to sincerely make a change in their lives. The Judge believes that clients will choose to remain in the program in order mostly to avoid incarceration and also some clients may want to change their lives.

*Eligibility.* Eligibility for the Drug Court program will be based on certain inclusionary and exclusionary criteria. Clients will be able to enter the program if the participant is charged with drug possession or any nonviolent offense and the offender has a drug addiction problem that is related to the offense with which the he or she is charged. This group includes persons charged with misdemeanors or felonies, which are nonviolent but whose primary problem is drug addiction.

The following situations will constitute the exclusionary criteria for the Drug Court program. The offender will be excluded if he or she is currently charged with or convicted of any offense during which the following occurred: the person carried, possessed, or used a firearm or other deadly weapon or dangerous instrument as defined in the Kentucky Revised Statute (KRS) 500.080 (4) and (3); or force was used against the person of another, the death of or serious physical injury as defined in KRS 500.080 (15) occurred to another; or the offender has been previously convicted of a felony crime involving the use or attempted use of force against another with intent to cause the death or serious physical injury. Automatic exclusion also includes charges or convictions of child abuse, any sexual offense, domestic violence, and drug sales. In addition, the Drug Court team is currently discussing the possibilities of Pre-trial Services conducting eligibility screenings.

*Orientation.* If deemed eligible and appropriate, each client will undergo an orientation session with the Judge and his or her defense attorney upon his or her first appearance at a Drug Court status hearing. Later, as the program progresses and becomes more efficient, orientations will be held in groups. The orientation session will consist of the Judge explaining the program requirements and goals to the client. The client will then sign an agreement-of-participation form. The clients will also give consent for providers and the Judge to review their medical and drug treatment records in order to develop and maintain a treatment program for them.

### **Capacity**

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

### **Potential Client Characteristics**

The planning coordinator estimated that, initially, 80% of the clients in the Bourbon-Scott-Woodford Drug Court program will be ordered to the program. She estimated that 20% of the clients in the Bourbon-Scott-Woodford Drug Court program will be volunteers. Six months after the program is fully operational, the planning coordinator indicated she hopes to have approximately 65 clients in the program. After the program has been fully operational for one-year, the Judge plans to have approximately 195 clients in the program.

The expected characteristics of Drug Court clients include those who have charges for possession, theft, forgery, Driving Under the Influence, and larceny. The planning coordinator expects that the drugs of choice of Bourbon-Scott-Woodford Drug Court clients will include marijuana and crack-cocaine. The planning coordinator also indicated that the potential Drug Court clients will most likely be unemployed and dependent on government funds as their primary source of income.

Judge Isaacs expects that the program in its entirety will be difficult for the clients. He stated that “We are forcing them to change what they have avoided, reality. Addiction is an escape from reality.”

**Staff Characteristics**

Currently, the Bourbon-Scott-Woodford Drug Court program employs one staff member, the planning coordinator. Judge Isaacs will volunteer his time to serve as the Drug Court Judge.

The Bourbon-Scott-Woodford Drug Court program plans to hire a full-time treatment coordinator and one case specialist after more funding is received. The planning coordinator indicated that the Drug Court program will have an in-house education specialist, if funding allowed. The planning coordinator did not know if the Drug Court staff would be hired for each county or if the program will hire staff that will travel between the three counties. The coordinator also noted that staff might be matched to client characteristics. For example, recovering addicts may be employed to counsel clients. The following table depicts the Drug Court staff and team duties.

Table 4. Duties by Drug Court Staff Position

<b>Drug Court Staff /Team Position</b>	<b>Duty</b>
Treatment Coordinator	Agency Coordination
	Program monitoring
Judge(s)	Program Monitoring
Clerical	Information management
Case Worker	Case management
	Recommending modifications
Drug Court Team	Program reviews
Treatment Provider	Treatment

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

*Interns.* The planned Bourbon-Scott-Woodford Drug Court program hopes to use interns. The planning coordinator intends to use one intern per county. The interns will work with the Drug Court program as much as their educational program requires of them. The planning coordinator expects to receive interns from regional institutions such as the University of Kentucky, Georgetown College, and Transylvania University.

*Volunteers.* The Bourbon-Scott-Woodford Drug Court program hopes to have volunteer support. If volunteers are available, they will work 10 to 12 hours per week with the Drug Court program. Volunteers may be also be used for AA and NA meetings.

*Judge Training.* The Bourbon-Scott-Woodford Drug Court Judge, along with the Drug Court team, has attended a variety of training sessions to prepare for the planning of the Bourbon-Scott-Woodford Drug Court. Judge Issacs has attended national Drug Court conferences in Ft. Lauderdale, Florida, and Buffalo, New York. In August 2000, the Judge along with the Bourbon-Scott-Woodford Drug Court team, plan to attend another planning conference. The Judge has also observed a Fayette County Drug Court staffing and status hearing.

*Drug Court Team.* The Drug Court team makes decisions about the Bourbon-Scott-Woodford Drug Court program and provides feedback. The Drug Court team has attended national planning conferences to better educate themselves on the Drug Court concept and the planning process. Several members have also observed a Fayette County Drug Court status hearing. Members of the Drug Court team are listed in the following table:

Table 5. Drug Court Team Members

<b>Team Members</b>	<b>Organization</b>
Judge Isaacs	Circuit Judiciary
Lee Greenup	Assistant Prosecuting Attorney
Agnes Reeves	Intensive Criminal Offender Probation Director/Drug Court Planning Coordinator
Gordy Shaw	Commonwealth's Attorney Office
Adam Zerugian	Public Defender
Greg Reeves	Assistant Police Chief-Georgetown Police Department
Ronnie Wagoner	Lt. Detective-Narcotics and Criminal Investigations
Jenny Cannon	Treatment
David Green	Treatment

### **Treatment Programming**

*Program Documentation.* Each client that enters the planned Bourbon-Scott-Woodford Drug Court program will receive a client handbook provided by the Administrative Office of the Courts (see Appendix D). The handbook describes the program, the expected goals for each client, costs and payments, participant rules, treatment services, program requirements, medication requirements, and sanctions. Each participant will sign the authorization form at the end of the client handbook. Judge Isaacs, along with the Drug Court team, is currently developing the client handbook and procedure manual for the planned Bourbon-Scott-Woodford Drug Court program, which are adopted from the client handbook and procedure manual used by the Administrative Office of the Courts.

*Individual Program Plans.* Each client will receive an Individual Program Plan (IPP) tailored to meet his or her needs. The treatment provider will develop the IPP with input from the clients. Drug Court staff, the client's primary counselor, the Judge, and the client's family may also have input into the IPP. The planning coordinator indicated that the IPP will not differ by gender. Program requirements will change as the clients go through each of the three phases. The three phases will take a minimum of 18 months to complete, although it may be possible for a client to complete the program in 12 months. Even though time frames will be established for each of the phases, the clients will work through the program at their own pace.

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

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

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

**Table 6. Drug Court Program Phase Requirements**

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



*Primary Treatment Provider.* The primary treatment provider for the Bourbon-Scott-Woodford planned Drug Court program has not been determined. The planning coordinator indicated that Bluegrass Comprehensive Care Center, the local public mental health provider, may be selected to serve the Drug Court clients. Comprehensive Care has offices located in each of the three counties. The treatment provider will report to the Drug Court planning coordinator.

*Group Sessions.* Group sessions offered to the Bourbon-Scott-Woodford Drug Court clients will include: educational, vocational, Strengthening Families Program, AA/NA, and Developing Capable People. The group sessions will most likely not be gender specific. All of the group sessions will be offered at the Drug Court program's office.

*Individual Sessions.* The frequency of individual session attendance is yet to be determined. However, the planning coordinator indicated that the individual sessions would vary by phase. For example, homework assignments will become harder, however there will be fewer homework assignments.

*Residential Services.* The Drug Court program may utilize residential treatment facilities if the client's counselor deems it necessary to remove the client from his or her current environment. The planning coordinator indicated that residential treatment facilities have helped several individuals in Intensive Criminal Offender Probation (ICOP).

*Unique Aspects.* One unique aspect of the Bourbon-Scott-Woodford Drug Court program is that currently only one Judge is planning to serve the entire jurisdiction. He noted that his docket was crowded already and that the Drug Court program would be accommodated in some way. Another unique aspect of the program is that clients will be required to provide their own transportation. The Bourbon-Scott-Woodford Drug Court program will not provide childcare services. However, as the program grows, childcare may be made available through the Developing Capable People (DCP) program.

### **Drug Court Status Hearing**

Drug Court status hearings will be held once a week in Phase I, two times per month in Phase II, and once a month in Phase III. The status hearings may be held during the lunch hour, from 12:00p.m. until 1:00p.m., on a designated day in each county with clients attending the Drug Court status hearing in his or her respective county of residence. However, the Drug Court status hearing may be held at the central county of the three, Scott County. Moreover, all clients will be required to stay for the entire status hearing.

The Judge, along with the prosecuting and defense attorneys, treatment representatives, and the Drug Court staff will meet in the Judge's chambers prior to each Drug Court status hearing to discuss client status. The meeting will be informal in nature with everyone present having an equal opportunity to speak. Information will be provided to the Judge both orally and in a written narrative. The planning coordinator indicated that a score sheet would be devised to show client progress. Drug Court status hearings will be held on a Drug Court docket/calendar. The docket order will be clients who are progressing in the program appearing first, with those clients being sanctioned appearing next, followed by those clients who are new to the program appearing before the Drug Court Judge last.

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

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

Prescription medication will be prohibited from the planned Bourbon-Scott-Woodford Drug Court program. However, the planning coordinator indicated that the client's doctor will be made aware of the client's past history. If the doctor prescribes narcotics, an alternative prescription will be requested. Also, the program may use Pharm Alert, an agency in Frankfort, Kentucky, to determine every doctor and pharmacy the client has ever seen. Alcohol use will be prohibited from the planned Bourbon-Scott-Woodford Drug Court program.

*Education and Employment.* Drug Court clients will be required to obtain and maintain full-time employment throughout the program unless enrolled in an educational program. An education person will be available to Drug Court clients on-site. Drug Court staff will facilitate client's continuing education by ensuring the clients attend classes, by holding monthly mock job fairs, and by assisting with resume building. Agencies available to assist in the educational advancement of Drug Court clients include: Cardome Educational Center, in Scott County, and Woodford County Adult Education.

Employment will be verified through presentation of pay stubs, phone calls to employers, and also site visits to the client's place of employment. The planning coordinator will verify employment weekly. If clients need assistance in finding employment, temporary employment agencies will be contacted. Temporary employment agencies, currently used by the planning coordinator through ICOP, include Manpower, Employment Services of Lexington, CBS Temporary Employment Services, BJM Services, and Crown Temporary Services. The planning coordinator indicated that the planned Bourbon-Scott-Woodford Drug Court program would not utilize "day to day" employment services as means of occupational opportunities for the clients.

The planning coordinator stated that she expects Drug Court clients to find jobs through employers such as Wal-Mart, Toyota, Johnson's Controls, Hertz, Ryder, and Monoplast Factory. Judge Isaacs expects there to be no barriers in working with the employers of the Drug Court clients. If clients are not employed and are also not enrolled in an educational/vocational class, he or she will be required to do community service. If a client is terminated from his or her employment, the client will be given a specific amount of time to find a new job.

*Housing.* Drug Court clients will also be required to obtain and maintain court-approved housing. The planning coordinator will assess housing within the client's first month of participation in the Drug Court program. The client's housing will be assessed monthly, if necessary. If clients need assistance locating court-approved housing, he or she will be referred to the local housing authority office.

*Health.* Physical and mental health of the Drug Court program clients will be assessed. A follow-up on all referrals made to outside agencies will be conducted to ensure client compliance.

### **Other Drug Court Program Components**

**Community service** will be used as a sanction in the Bourbon-Scott-Woodford Drug Court program. The number of community service hours assigned as sanctions will vary. A variety of agencies are available with which a client could do community service. The community service opportunities available include non-profit organizations such as Parks & Recreation, the Hope Center, Recycling Center, Project Clean-Up, and local churches. Some level of community service hours may be mandatory. The planning coordinator would like to tailor the community service to fit the client's crime.

A **mentoring** component will also be part the planned Bourbon-Scott-Woodford Drug Court program. The planning coordinator hopes to recruit local leaders and volunteers from the community to serve as mentors to the Drug Court clients. The planning coordinator indicated that the mentoring component will be somewhat formal. Mentoring will also be used as part of the aftercare component of the Drug Court program.

**Fee payment** for child support, restitution, legal fees, medical fees, and victim payment will be a requirement for the Drug Court program clients. Payment of fees will be monitored and verified through client presentation of receipts to the Drug Court staff.

### **Community Agencies**

The planned Bourbon-Scott-Woodford Drug Court Program plans to utilize community organizations for some resource support, media coverage, management, and assistance with planning. Approximately 60 representatives from various community agencies attended the first Drug Court program organizational meeting. Other representatives that were unable to attend the meeting have since called Judge Isaacs or the planning coordinator to express their interest and desire to work with the program. The planning coordinator expects community involvement to benefit the Drug Court program by showing the clients who enter the program that the community is encouraging and supportive. To facilitate further community involvement, the planning coordinator plans to utilize the local media. The following table presents the community organizations with which the Bourbon-Scott-Woodford Drug Court Program plans to work:

Table 7. Community Linkages

<b>Organization</b>	<b>Service</b>
Comprehensive Care Center	Treatment
County Health Departments	Medical needs
Alcoholics Anonymous	Support group for alcoholics
Narcotics Anonymous	Support group for drug addicts
Operation Read	Educational needs
Adult Education Program	Educational and job training needs
Vocational Rehabilitation	Educational and job training needs
Housing Authority	Housing needs
Bureau of Vocational Rehabilitation	Job services
Manpower Services	Educational and job training needs
Chamber of Commerce	Resource support
Amen House	Community Service Outlet
Faith communities	Counseling and community service outlets

### **Client Monitoring**

Clients will be monitored by the Bourbon-Scott-Woodford Drug Court Judge, planning coordinator, and by the selected treatment provider. In addition, when clients are screened for drug use, the drug-testing agency will monitor them. The local police will also help monitor clients.

*Urine Drug Testing.* One of the most important ways clients are monitored in the Drug Court program will be through drug testing. The planning coordinator indicated that drug testing will be done frequently and randomly. The Drug Court team has not officially decided what agency will conduct drug testing for the Drug Court program or the frequency which testing will be conducted.

*Sanctions and Rewards.* Sanctions will be applied immediately and on a graduated scale. The planning coordinator indicated that sanctions must be consistent for all clients. If not, there would be animosity among the Drug Court clients. All of the members of the Drug Court team will have input into sanctions. However, the Judge will make the final determination for sanctioning. Dirty urine screens, missing work, not completing community service, not completing assignments, being late to Drug Court status hearings, not showing up, and not cooperating with program requirements will all prompt the employment of sanctions. In-program drug or alcohol use will be addressed through a system of graduated sanctions. Sanctions will include jail time, phase demotion, additional treatment, and being terminated from the program.

Rewards will be prompted by a client doing well in each of the phases. Clients need to have motivation in meeting their goals and any progress needs to be recognized. If the client is making significant progress, they may be rewarded with such things as movie or restaurant passes, tokens representing their progress, and/or certificates.

### **Relapse Patterns**

The Judge and planning coordinator feel that the following situations would be likely to trigger relapse among the Drug Court clients: crisis in the family, major life events, seeing old friends/places, pending/following graduation, and possibly lack of employment and/or income. If a Drug Court client relapses, he or she will be reassessed and his or her treatment program will be changed if deemed necessary. The planning coordinator indicated that she expects the Drug Court clients to experience one to two relapses within their first three months of the Drug Court program.

### **Graduation and Discharge**

*Graduation.* The minimum time requirement for graduation will be 12 months. In addition, clients must successfully go through all three phases, maintain stable living conditions for 12 months, maintain stable employment for at least six months, unless the client is in vocational rehabilitation or an educational program, and also provide clean urine drug screens for at least six months. Graduations will occur as often as one client has completed all the requirements for graduation.

*Case Disposition.* In exchange for successful completion of the Bourbon-Scott-Woodford Drug Court program, the Court may dismiss the original charge, reduce or set aside a sentence, offer some lesser penalty, or offer a combination of these. If a client fails to complete the Drug Court program may possibly serve the remainder of the initial sentence in prison or jail.

*Program Removal.* When a client is in non-compliance with the program rules, they will be terminated from the program. Additionally, if a client fails to actively participate in the program or receives new drug charges, he or she will also be removed from the program. The client will be notified of failure at his or her next Drug Court status hearing. If the client fails to appear at the status hearing, a warrant will be issued. Their probation will be revoked, and they will be incarcerated.

## **Information Capabilities and Reporting**

The Bourbon-Scott-Woodford Drug Court program will make regular reports about Drug Court clients to the Drug Court Judge and the Administrative Office of the Courts. The planned Bourbon-Scott-Woodford Drug Court program will have an automated data collection procedure. The planned Bourbon-Scott-Woodford Drug Court program will be able to produce aggregate status reports on the progress or termination of participants. The program will also be able to produce up-to-date expenditure reports, at least monthly.

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

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

The Judge will meet with the Drug Court team in the Judge's chambers to discuss clients' progress in the treatment program. These meetings will be informal in nature. The Judge will receive written reports and a score sheet from the planning coordinator prior to each Drug Court status hearing. The reports will include: urinalysis results; record of treatment attendance; appearance for urinalysis; appearance at court hearings; notes on participants compliance with court ordered conditions; counselor notes; criminal history; personal history; and educational progress.

## **Funding**

The Bourbon-Scott-Woodford Drug Court program received a federal planning grant in July 1999. The program plans to apply for an implementation grant. Judge Isaacs indicated that the Drug Court team is working to seek out other funding sources. The Developing Capable People program has donated the Strengthening Families program to serve Drug Court clients. The Strengthening Families Program is a science-based-prevention intervention program for parents, guardians and children. Families will learn and improve upon communication skills, thus, enabling parents and children to recognize the family responsibilities of preventing substance abuse. The Scott Countians Against Drugs (SCAD) has also donated approximately \$10,000.00 to the Drug Court program. Local funds may also be utilized in the future. The planning coordinator indicated that some cost sharing with other Drug Court programs in the region, and similar agencies, might be employed.

### **Evaluation**

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

The planning coordinator would like to use a control group for comparison of Drug Court clients to non-Drug Court clients. In determining the success of the Bourbon-Scott-Woodford Drug Court program, Judge Isaacs wants to follow-up on clients five to ten years later and analyze the success rate.

### **Drawbacks**

The planning coordinator indicated that the biggest drawbacks in implementing a Drug Court program in the jurisdiction will be coordinating with community resources. Three extra court times will have to be implemented if the Drug Court status hearings are held in each county, rather than one central location. Additionally, office space will have to be acquired for the Drug Court staff.

### **Potential Program Changes**

Judge Isaacs indicated that as the Drug Court program increases in the number of clients served, an additional judge would need to be recruited to serve as a Drug Court Judge.

### **Advice to Other Drug Courts**

The planning coordinator offered the following advice to new Drug Court programs: “Ask entire community to first organizing/planning meetings. Get everyone involved from the beginning. Also, invite the media to first organizational meeting.”

## Perceptions

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### **Judge Perception**

Judge Isaacs has been heavily involved with the planning of the Bourbon-Scott-Woodford Drug Court program. Judge Cantrill initiated the planning grant. However, after Judge Isaacs was elected to fill Judge Cantrill's office, he took over the planning of the Bourbon-Scott-Woodford Drug Court program. Local law enforcement, mayors, private attorneys, the Bluegrass Comprehensive Care facility, public defenders, pre-trial services, local advocacy groups, the Probation/Parole office, county attorneys, Alcoholics Anonymous, and the area Judiciary are all currently involved in the planning process for the Drug Court program.

The Drug Court program will serve Bourbon, Scott, and Woodford counties. The Judge indicated that the structure of the program has not yet been determined, but it has been proposed that Drug Court may be in one county, District Drug Court may be in another county, and Circuit Drug Court may be in another county. Judge Isaacs intends to stay with the Drug Court program for his full seven-year term.

Judge Isaacs has been on the bench for eight months. He was the former director of the Administrative Office of the Courts and the Secretary of the Justice Cabinet. Through working in these positions, he has had exposure to the Drug Court program. He also worked with substance users and/or abusers while working as a defense attorney. The Judge noted that the high number of substance abuse cases has posed a problem for his jurisdiction. He believes that the Drug Court program will be beneficial in assisting with this problem.

The Judge believes that the Drug Court program will affect the judicial system by providing a more direct, intensive role for the Judge and by producing a greater workload on all involved. It will also allow him the opportunity to make a direct impact on the changes the clients themselves are willing to make. The Judge feels that the Drug Court program will decrease the number of substance abusers in the communities in which the Drug Court serves, and will ultimately provide a safer, more pleasant community in which to live.

The Judge feels that the Drug Court program is a better system because it provides more direct supervision and gives the probation officers more time with the clients. He feels that the Drug Court program will require more involvement by the Judge, the defense attorneys, and the prosecuting attorneys in substance abuse cases, than is necessary for individuals who are simply incarcerated. Judge Isaacs believes that the Drug Court program offers a new approach to ruling over substance abusers. In the long run, the Judge believes that the Drug Court program may reduce the overall drug use and crime in the community. He believes that the tremendous impact the Drug Court has on one person will grow to have somewhat of an impact on several people close to the client. The Judge stated that if the greatest impact of Drug Court is not on the individuals in the program, then the program is not worth it.



The Drug Court program, according to the Judge, may serve adolescents with significant problems and adults just entering the Judicial System with misdemeanors. The Judge also noted that he would like to serve major abuse felons, but the decision will be dependent upon the Drug Court program's available resources. He feels that the adolescents will be an important group of clients to serve because of the early intervention.

Judge Isaacs feels that the typical criminal history of the Drug Court clients will reflect a fairly significant involvement with drug offenses. The Judge estimated that nearly half of the last fiscal year's dockets in the Bourbon-Scott-Woodford jurisdiction were drug-related offenses, which many cases could have been submitted to Drug Court, had the program been in operation. The Judge noted that the target population of the Drug Court program will accurately reflect the arrestee population in the community.

According to Judge Isaacs, Intensive Criminal Offender Probation is another program that currently serves the target population of the Drug Court program. He noted that ICOP is designed to be more intense than probation or parole, but Drug Court will be more intense than both. The Drug Court program may use the ICOP program to conduct the drug testing and the General Education Diploma program for the program's clients.

The steering committee of the Drug Court program will decide the initial determination of eligibility requirements for clients. It is thought that adolescent clients will enter the program through post-adjudication and adults will enter the program through a probation track. If a client is a diversion track participant and successfully completes the Drug Court program, the charges will be dismissed. If a diversion track client is deemed unsuccessful in completion of the program, the charges will be reinstated. If a client is a probation track participant and successfully completes the program, he or she will be released from supervision. If a probation track client is deemed unsuccessful in completion of the Drug Court program, the client's original sentence will be reinstated and they would be sentenced to jail or prison.

The Judge believes that a very small percentage of the potential Drug Court clients will have been in some sort of drug treatment program (with the exclusion of AA or NA) prior to entering the Drug Court program. This is due to the limited resources and programs available in the community. He believes that the important difference between other treatment programs and the Drug Court program is that the Drug Court is high in intensity and involves judicial supervision, which "keeps the stakes high." The clients will also face sanctions that are not offered in other programs, such as writing book reports for the Judge. If an act of non-compliance is committed, the consequences are implemented within one week, or at the next Drug Court status hearing. The clients will be treated differently in the Drug Court program, which will keep them more focused.

The Judge believes that clients will find out about the Drug Court program mainly through word of mouth, but also through the media and their defense attorneys. He feels that the main reasons Drug Court clients will choose to enter the Drug Court program will be to avoid jail, and some may sincerely want to make a permanent change in their lifestyles. While the Judge believes that Drug Court clients will choose to remain in the Drug Court program for the same reasons, but he thinks the reasons will change as they move ahead in the program. He hopes that some of the clients will decide to stay out of the criminal justice system for the rest of their lives.

Judge Isaacs believes that the Drug Court program will take at least a year to complete and even longer in some cases. He does not see the program lasting less than a year because a sufficient amount of time is necessary in order for someone to make a lifelong change.

The Judge is sure that random urine tests will be implemented into the program and estimates that the drug testing will be administered one to two times per week, but the frequency of the testing will differ in each phase. The drug testing will be observed to check the integrity of the test. The Judge plans on monitoring the clients' progress in the Drug Court program through weekly reports created by the Drug Court team.

According to the Judge, the most important concepts regarding the sanctioning process are the range of penalties and the progressiveness in severity. His philosophy regarding the sanctioning process states that sanctioning must deal with behavior in an appropriate way that fits the individual's needs in order to be effective. He also noted that the client must know the consequences ahead of time in order for sanctioning to work. The Judge expects that some of the sanctions employed in the Drug Court program will be community service, book reports, and possibly mentoring the adolescent Drug Court participants.

Judge Isaacs's philosophy regarding the reward process is to reward good behavior. The Judge stated that the criminal justice system has been looked upon as negative by offenders because it has only offered sanctions but no rewards. The Judge believes that rewarding good behavior will be just as effective as sanctioning bad behavior. He expects that the rewards employed by the Drug Court program will be based on the individuals, by basing the reward on what is important to the clients.

The Judge feels that substances are used in order to escape from reality. Asking clients to change their lifestyles is asking them to deal with reality. He believes that clients will have the most difficulty dealing with reality in the Drug Court program. Judge Isaacs noted that family problems, stressful situations, and celebratory situations might trigger relapse for Drug Court clients. In his opinion, the Drug Court program should offer a relapse prevention program to teach the clients the skills to live addiction free. The Judge thinks that a client will have to make a substantial commitment if he or she wants to be successful in completing the Drug Court program. Clients must change internally and truly want to get better. He noted that the most important difference between clients who complete the program and clients who do not will be that they stop lying to themselves about their problems, and be ready and willing to face those problems.

Judge Isaacs hopes aftercare services will be implemented into the Drug Court program. He feels that aftercare is important because it reaffirms the clients' support mechanism. In his opinion, clients cannot go from intense treatment to receiving no treatment. The Judge shares a philosophy similar to that of AA, "Never forget you're an alcoholic."

According to the Judge, the Drug Court will impact the court system by giving more confidence to the Court and the community. He believes that the faith in the Drug Court program will increase with time. In the Judge's opinion, making a difference in participants' lives and decreasing the number of clients addicted to drugs will be the critical aspects of the Drug Court program. He also feels that other aspects critical to the program will be its success, fairness, and that it will provide confidence in the system.

Judge Isaacs sees himself as the initiator, facilitator, and designer of the Drug Court program. The Department of Probation & Parole will have a larger role with supervision in the probation track program than they will in the diversion track program, but will not be the primary supervision in either case. Law enforcement agencies, school systems, adult education centers, Bluegrass Comprehensive Care treatment facility, local officials, and Scott/Bourbon Counties advocacy groups are other agencies that will play a role with the Drug Court program.

The Judge believes that the most helpful aspects of the Drug Court program are its potential for making a change in individuals like no other program in the criminal justice system and the opportunity for diverse groups to work together to solve the problems of the community.

Judge Isaacs has not attended any training programs thus far. However, he is planning to attend a National Association of Drug Court Professionals/COPS workshop in Lexington, Kentucky, in April of 2000 and a Drug Court planning workshop in Buffalo, New York, in May of 2000. One luncheon has been held to find out the community's interests in the Drug Court program, which the Judge did attend. The community's leaders, along with other potential advocates of the Drug Court program, were all in attendance at the luncheon to discuss their interests and opinions about the planning of the Drug Court program. The Judge estimated that over 70 individuals attended the informational meeting.

The Judge stated that the time and effort in dealing with three separate counties in one Drug Court program would be the most difficult aspect of the Bourbon-Scott-Woodford Drug Court program. The Judge is sacrificing his personal time in order to fit the Drug Court program into his current schedule. He also feels there will be some potential territorial issues in which those Drug Courts supervising only one county will not have to deal with. Judge Isaacs stated that logistical issues are the major problems he anticipates during the Drug Court program start up.

According to the Judge, the judicial environment, community, and other critical agencies in the community are all extremely interested and supportive of the Drug Court program. He noted that every judge in the jurisdiction had attended every planning meeting held to date.

## **Defense Perceptions**

Two defense attorneys completed surveys regarding the planned Bourbon-Scott-Woodford Drug Court program. Both representatives indicated they believed the most compelling reasons for having a Drug Court program is that prisons do not adequately deal with drug addiction.

One defense attorney stated that he believes the biggest problem with the Drug Court program will be how the public perceives it. The other defense attorney feels that cost, reliability of services, and providers may be the biggest problems with the planned Drug Court program in the community. Some additional problems with the planned Drug Court program listed by the defense attorneys were: (1) Having adequate funding; (2) Hiring competent, professional staff; (3) Determining the eligibility criteria of potential participants; and (4) Dealing with the community's perception that it is an easy way out for drug-addicted criminals.

The representatives indicated that the drug treatment and frequent monitoring of the participants would be the most critical components of the planned Drug Court program. Both defense attorneys felt that the number of Drug Court program graduates who remain drug free and adjust and function well in the community will be important factors in evaluating the effectiveness of the Drug Court program.

One attorney believes clients will enter and remain in the Drug Court program to get off drugs/alcohol and also to stay out of custody. The other defense attorney stated that he believes the only reason clients will enter and remain in the planned Drug Court program is they truly do not want to be addicted to drugs any longer.

The most significant benefits one defense attorney expects to see in his office as a result of the planned Drug Court program are fewer jury trials and reduction in felony convictions for clients.

The defense attorneys listed the following as strengths they expect the planned Drug Court program will have: (1) It will help drug addicts become productive citizens; (2) It will help abusers overcome their drug problems; and (3) It will provide a better treatment option for offenders.

## **Prosecution Perceptions**

One prosecutor from the Commonwealth Attorney's Office completed a survey regarding the planned Bourbon-Scott-Woodford County Drug Court program. The prosecutor does not currently have any staff members that will be solely dedicated to the Drug Court. He explained that some attorneys would have Drug Court appearances as part of their duties. He believes that the most compelling reasons for having a Drug Court program in the community are the need for treatment of criminal offenders in order to break the cycle of addiction and the high rates of criminal activity.

The prosecutor stated that he believes that the biggest problem with the Drug Court program will be a lack of treatment resources. Additional difficulties that the representative feels that his office may encounter, as a result of Drug Court program, are problems with eligibility, staffing, and finally, his office may have different goals than the defense counsel. The prosecutor feels, however, that having a more effective division of labor, by adding more staff members, and/or talking to other offices and members on the Drug Court team, can solve some problems.

The prosecutor feels that the Drug Court will impact the staff training programs because they "[w]ill have to be involved in helping to identify appropriate defendants." In addition, the prosecutor feels that "Our office will need to be involved with community education—explaining what Drug Court is, and [we will] need to try to align as many community organizations with Drug Court [as possible] for support."

The prosecutor feels that the Drug Court program will provide savings in jury costs and reduced number of re-arrests. He also feels that there will be additional savings to his office as a result of Drug Court. His comment was, "Hopefully [we can] save time and costs in the regular court docket if we can remove people who were likely to re-offend because of substance abuse."

The prosecutor surveyed feels that there are several things that will be important in evaluating the effectiveness of the Drug Court program: (1) Success rates (of Drug Court completion); (2) Recidivism rates; and (3) Clients' self-reliance after completion of the program.

Some strong points the prosecutor expects to see in the Drug Court program are multidisciplinary cooperation and the ability to follow progress of participant on a daily and weekly basis. The most significant benefits the prosecutor believes his office will receive as a result of the Drug Court program are reduced recidivism rates and a reduced caseload in the long run.

An additional comment made by the prosecutor was "I'm excited about having the opportunity to see the Drug Court and what it can do for our jurisdiction and a bit intimidated about the amount of work that it will involve."

## **Law Enforcement Perceptions**

Two law enforcement representatives completed surveys regarding the planned Bourbon/Scott/Woodford County Drug Court program. The most compelling reasons for implementing a Drug Court program according to the representatives are the ability to rehabilitate and provide an opportunity for non-violent drug users and to stop the revolving door of criminals in the Court system.

The police representatives expect that the Drug Court program will impact the officer/staff orientation because the staff will be trained and briefed on Drug Court and how it works. One representative expects the Drug Court program to have an impact on arrest/jail policies and procedures. He commented, "The pretrial officer at the jail will have questions designed to determine if the person arrested has a drug problem and if they fit Drug Court guidelines."

The representatives expect the Drug Court program to impact their office and community because it will provide the officers with the tool they need to help solve the drug problem in the community. One representative commented, "We should be able to see a positive change in the community especially in the participants. There should be a bond of sorts between successful participants, police, and courts." One representative stated, "Hopefully the community will see that the police care about the people in the community and are working to keep people off drugs."

The representatives agree that the Drug Court will provide savings by the reduced number of re-arrest and in less time spent in court appearances. One representative believes that there will also be savings in jury costs.

The representatives also feel that coordination between all the agencies and being able to design the program for a three-county circuit will be the biggest problems with implementing a Drug Court program in their community. One representative feels that gaining the support of the officers in the Drug Court program may be a problem for their office. However, he believes that educating the officers about the Drug Court program will solve that problem. In addition, some problems or drawbacks the representatives see with the Drug Court program are: (1) Keeping all agencies actively involved in the program; (2) Providing funds for the treatment providers; (3) Educating clients about the benefits; and (4) Putting in time to make the program work.

The most significant benefits the representatives believe their office would receive as a result of the Drug Court program are: (1) A reduction in drug and property crimes; (2) Results in a positive feeling to know that someone has been helped; (3) Better relations between the police and the community; (4) Better relations with the Courts and other agencies; and (5) "[A] cut in Court time knowing a participant has already plead going into the program." An additional comment made by one representative was, "I think that it is a good program that can address a problem that has not actively been addressed in the past." The other representative stated, "I think it is an excellent program and the benefits outweigh the negatives."

## **Probation and Parole Perceptions**

One representative from the Office of Probation and Parole completed a survey regarding the planned Bourbon/Scott/Woodford County Drug Court program. The representative said that since there will not be one staff member solely dedicated to Drug Court, Drug Court will employ their own case managers. The representative explained that she believes one of the most compelling reasons for having a Drug Court program would be that "...[It will be very beneficial] if the program funds are used to provide strong, competent treatment providers--they are few to none at this time in any of the three counties."

The representative stated that she believes the biggest problem with the Drug Court program in the community is "Establishing substance abuse treatment providers which will provide long term intensive outpatient services." Other problems the representative sees with the Drug Court program are that it must have a strict order of penalties or the program will suffer, and lack of availability of programs and resources.

The representative does not feel that the Drug Court will provide savings in police/corrections overtime, jury costs; reduced number of re-arrests, or less time spent in court appearances. She does not expect there to be any additional costs to her office as a result of the Drug Court Program. She does, however, expect there to be additional savings to her office as a result of the Drug Court program. She commented, "[There could be] possible savings in our drug testing program – with Drug Court taking some of these clients...[and the] number of drug tests performed would be reduced."

The most significant benefits that the representative expects to see in her office as a result of the Drug Court program are: (1) A reduction in the caseload; (2) Additional treatment options; and (3) A reduction in the number of repeat offenders due to substance abuse. The strengths expected to result from the Drug Court program, according to the representative, are: (1) Strong substance abuse treatment option; (2) Increased contacts with court officials; and (3) Enhanced services to clients.

An additional comment made by the representative was, "Drug Court and Probation and Parole can work well together provided that due respect is granted each agency. It will also be of great importance in our area for clients to understand that each program provides opportunities to lead a better, law-abiding life. However, if opportunities are not used constructively, the Court will impose strict penalties."

## **Jail Perceptions**

One representative completed a survey regarding the planned Bourbon-Scott-Woodford County Drug Court program. He indicated that there would be at least one staff member solely dedicated to the Drug Court. The representative explained that he believes one of the most compelling reasons for having a Drug Court program is to “Reduce the number of people in jail that would qualify for drug treatment.”

The representative feels that one of the biggest problems with the Drug Court program in his community would simply be the implementation process. An additional drawback the representative sees with the Drug Court program is that inmates might try to get in the Drug Court program just to get out of jail.

The representative believes that the Drug Court program will have an impact on staff training programs because adjustments will be made to help provide information to the Court on who might qualify for the program. He also feels that the Drug Court program will have an impact on arrest/jail policies and procedures. The representative commented that there will be community-policing program. He believes that the Drug Court program will have an impact on his agency’s relationship with community groups because the jail will need to be more involved with any local groups that are involved with Drug Court. The representative believes the Drug Court program will have an impact on his community and office because all will need to help in obtaining more local information on potential, current, and previous participants.

The representative indicated that he feels there will be savings in jury costs and in a reduced number of people in jail. The representative does expect there to be additional savings to his office due to less money expended on housing inmates as a result of Drug Court. He does not, however, expect to see any additional costs or difficulties to his office as a result of the Drug Court program.

The most significant benefits the representative expects to see in his office as a result of the Drug Court program are: (1) Better community relations; (2) Greater communication between the jail and Judge; and (3) Less money spent on housing inmates.

An additional comment the representative made about the Drug Court program was, “I feel the jails in each community could provide important information for the court on who might be qualified for the program.”



## Conclusions

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In summary, the Bourbon-Scott-Woodford Drug Court program received a planning grant in July 1999. The program's target start date is December 2000. The program will be based on the *Key Components* and has three program phases, which take an average client approximately 18 months to complete. Judge Paul Isaacs will serve as the Judge of the planned Drug Court program. There is one staff member currently employed by the Bourbon-Scott-Woodford Drug Court program, the planning coordinator. A treatment coordinator and case specialist will be hired after additional funding is received.

The following are the most commonly mentioned strengths among respondents: (1) The program will provide a strong substance abuse treatment option; (2) The program will increase contact with court officials; (3) Drug Court will provide enhanced services to clients; (4) Drug Court will result in reduced recidivism rates; (5) Drug Court will facilitate multidisciplinary cooperation; (6) Drug Court will provide intense supervision of participant on a daily and weekly basis; and (7) Drug Court will help addicts become productive citizens.

Benefits that the representative expects to see as a result of the Drug Court program, are: (1) Drug Court will provide an additional treatment option for offenders; (2) A reduction in the number of repeat offenders due to substance abuse; (3) Drug Court will facilitate better community coordination in working with offenders; (4) Drug Court will save money in criminal justice costs; (5) Drug Court provides an opportunity to truly help offenders.

The planning coordinator indicated that the biggest drawbacks in implementing a Drug Court program in the jurisdiction would be coordinating with community resources. Three extra court times will have to be implemented if the Drug Court status hearings are held in each county, rather than one central location. Additionally, office space will have to be acquired for the Drug Court staff.

The following comments are summaries of what respondents think about the Drug Court program: "I'm excited about having the opportunity to see the Drug Court and to see what it can do for our jurisdiction and a bit intimidated about the amount of work that it will involve." "Drug Court will be of great importance in our area for clients to understand that each program provides opportunities to lead a better, law-abiding life. However, if opportunities are not used constructively, the Court will impose strict penalties." "I think that it is a good program that can address a problem that has not actively been addressed in the past." "I think it is an excellent program and the benefits outweigh the negatives."

In summary, the Bourbon-Scott-Woodford Drug Court program received a federal planning grant in July 1999. The fully operational program is projected to begin December 2000. The program will be firmly established on the Key Components and will have three program phases, which will take an average client approximately 18 months to complete.

## Process Evaluation Methodology

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

The process evaluation for the Bourbon-Scott-Woodford Planning Grant Drug Court program included semi-structured interviews with and surveys of the Drug Court Judge, defense Counsel, prosecutors, probation and parole representatives, jail personnel, police representatives, and the planning coordinator. The interview with Judge Isaacs lasted approximately one hour. The interview with the planning coordinator lasted approximately two hours. All of the other surveys were self-administered. Judge Isaacs provided names and contact numbers of other representatives of those with working knowledge of and involvement with the planned Bourbon-Scott-Woodford Drug Court program. Response rate was only 75% (see Table 8). Respondents also indicated that, because the program was so new, the strengths and weaknesses of the program were difficult to evaluate. Information was collected from the period of July 1999 to June 2000.

Table 8. Process Evaluation Methodology

<b>Respondent</b>	<b># Interviewed/Surveyed</b>	<b>Response Rates</b>
Drug Court Judge	1	100%
Planning coordinator	1	100%
Defense Counsel	2	100%
Prosecution	1	50%
Probation & Parole	1	50%
Jail	1	50%
Police Department	2	100%
<b>Total</b>	<b>9</b>	<b>75%</b>

The limitations for this process evaluation report include generalizations over time and among programs. This report is specifically for the planning period of the Bourbon-Scott-Woodford Drug Court program, July 1999 to June 2000. Changes that occur after this point in time are not reflected in this report. In addition, the representatives surveyed for this report may or may not reflect all attitudes toward the planned Bourbon-Scott-Woodford Drug Court program. Regardless, the report is critical for documenting the program and the planning process through the stated time period.