

# Warren County Juvenile Drug Court Implementation Evaluation

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**PREFACE**

The motto for Kentucky Drug Court is “A chance...A change”. Its mission is to create a criminal justice environment in Kentucky that stops illicit drug use and related criminal activity and promotes recovery and reintegration into society while emphasizing public safety and fair representation of all interests under the laws of the Commonwealth of Kentucky.

For adolescents, substance use is in many ways normative behavior (Kaminer & Tarter, 1999). By age 18, almost 80% of youths in the U.S. report having used alcohol, 64% report smoking cigarettes, and 50% report using marijuana at least once (Johnston et al., 1996). For adolescents, drug and alcohol abuse reduces motivation, interferes with cognitive processes, contributes to mood disorders, has implications for immediate and long-term physical health, and increases the risk of accidental injury or death (Hawkins, Catalano, & Miller, 1992; Paglia & Room, 1998). Adolescent substance use is related to less educational achievement, an increase in crimes committed by juveniles, and increased health and mental health care services use and cost. In addition, early substance use and abuse is associated with a variety of other risk factors including early and frequent sexual intercourse (which is associated with STD’s, HIV and unwanted pregnancies) as well as delinquency and later criminal activity (Ball et al., 1982; Dembo et al., 1991; Elliott, Huizinga, & Menard, 1989; Jessor & Jessor, 1977; Speckhard & Anglin, 1985).

In response to juvenile delinquency and substance abuse, and to the need for better outcomes with juvenile populations, more than 140 juvenile Drug Courts have been established across the nation since 1995 (Cooper, 2001). However, juvenile Drug Court models are still being established, and it is not clear what works best in a juvenile Drug Court. Because the field

of juvenile justice is in a constant state of flux, evaluation efforts clearly are needed to provide “snapshots” of established juvenile Drug Courts.

Juvenile Drug Courts in Kentucky are grounded in the 16 Strategies described in the publication Juvenile Drug Courts: Strategies in Practice (Bureau of Justice Assistance, 2003). These 16 Strategies were developed by the Drug Court Standards Committee to ensure that a core set of standards were defined for all Drug Court programs (See Table 1). All juvenile Drug Court programs in Kentucky are expected to adhere to a programmatic model developed by the Administrative Office of the Courts that fulfills standards set forth in the 16 Strategies. Individual programs vary to a certain degree in exactly how each of these standards are fulfilled to allow flexibility to answer each jurisdiction’s specific needs. Drug Court programs in Kentucky represent a team-oriented effort that brings together professionals from the criminal justice system, the treatment delivery system, the school system, and the community who are focused on combining intensive criminal justice supervision with drug abuse treatment.

**Need for the Warren County Juvenile Drug Court Program.**

According to the Kentucky State Police publication *Crime in Kentucky* (2003), from 2002 to 2003, the number of juveniles arrested in Warren County for narcotic drug law offenses more than doubled from seven in 2002 to 18 in 2003. Likewise, the number of juveniles arrested for alcohol-related offenses more than doubled within the same time frame with five juveniles being arrested in 2002 for DUI and 12 in 2003; two juveniles were arrested in 2002 for liquor law violations and three were arrested in 2003. Given this trend in increased juvenile arrests for drug and alcohol related offenses, the need for a juvenile Drug Court in Warren County is evident.

## **Executive Summary**

This report is a compilation of qualitative and quantitative data collected during a program evaluation of the Warren County Juvenile Drug Court program. A process evaluation was conducted which included administrative interviews, a focus group, court and staffing observations, and program documents review.

Limited quantitative data was available for this report due to the low number of participants enrolled in the program as well as the short period of time participants had been enrolled in the program at the time of data collection. However, qualitative data gathered during this process evaluation demonstrates that the Warren County Juvenile Drug Court program is striving towards operating their program in compliance with the 16 Key Strategies outlined by the Bureau of Justice Assistance. The treatment team consists of individuals who are dedicated to providing criminal justice supervision with substance abuse treatment opportunities to benefit the participants and families that they serve. This court has successfully identified and networked with numerous community agencies, in which participants and their families have benefited from. For example, the Juvenile Drug Court has established a positive relationship with local employers who are not only willing to hire juvenile participants, but who are also willing to allow them flexible schedules to meet their Juvenile Drug Court requirements (such as scheduled drug testing, counseling and drug court sessions, etc.). Through programmatic mechanisms, the Juvenile Drug Court team has established policies and procedures which both mandate and encourage family involvement in the Juvenile Drug Court program. Parents are required to attend Juvenile Drug Court sessions, submit to searches of their person and property, as well as submit to drug testing as requested by the treatment team. Parents are also encouraged to take advantage of family counseling opportunities and community service referrals offered by the Warren County Juvenile Drug Court program. This program also has excellent cooperation from the local school system in Warren County. Schools have been more than willing to provide reports to the treatment team on grades, attendance, and disciplinary referrals of students involved in the Juvenile Drug Court program.

The Warren County Juvenile Drug Court program has established itself as a positive, worthwhile program in its community. As demonstrated through the barrage of community supporters on its treatment team as well as through the demonstrated support from local employers and the local school system, this Juvenile Drug Court program is on course to becoming a successful resource for its community.



## **PROCESS EVALUATION METHODOLOGY**

Developing a specialized court takes extensive planning and program development. In order to document the tasks and outcomes of this specialized court in Warren County, a process evaluation methodology was employed. Utilizing a process evaluation methodology has several advantages. One advantage is that it allows the program to not only document, but also later revisit initial steps to determine what aspects of the program are successful and perhaps what aspects of the program need revision or fine tuning. A second advantage is that, in conjunction with an outcome evaluation, a process evaluation may help in determining participant and program characteristics that are more conducive to successful outcomes. Finally, process evaluations are essential for program replication.

For the process evaluation piece of the Warren County Juvenile Drug Court evaluation, the research team conducted interviews with the drug court coordinator and Judge, conducted focus groups with key drug court personnel, observed treatment team staffings and court proceedings, and coded Drug Court participant case files.

**Interviews.** The research team conducted structured face to face interviews with the Drug Court coordinator as well as the Judge using instruments which collected both quantitative and qualitative data (see Logan, Lewis, Leukefeld, & Minton, 2000). The Drug Court Judge Interview assessed level of prior experience with the target population, the perceived potential impact of the drug court on the community and judicial system, program eligibility, overall capacity, the consequences for failing the program, service need, planned level of supervision, and the types of graduated sanctions and rewards utilized. The Drug Court Administrator Interview is a comprehensive questionnaire that detailed the specific operational characteristics of the Drug Court program. Specific sections highlighted the target population, program goals,

program organization and function (e.g., recruitment, capacity, assessment, and services), supervision practices, staff characteristics, and community organization involvement.

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

**Monthly AOC Statistical Reports.** The Warren County Juvenile Drug Court makes monthly reports to the Administrative Office of the Courts. These reports summarize the number of juveniles referred, assessed, and deemed eligible, as well as the number of those referred from probation. Also reported are the number of participants receiving phase promotions or demotions; number of court sessions; number of drug screens performed, number of participants identified as using an illicit substance based on urine drug screens; the number of individual drug treatment sessions; the number of group drug treatment sessions; the number of family/support sessions; the number of participants referred to outside agencies; employment and educational status of participants; number of employment verifications; amount paid toward court

obligations; the number of sanctions; the number of participants rearrested for new charges; the number of terminations; and the total number of active participants in the preceding month. For the current evaluation, the monthly statistics reports covering October 2004 through March 2005 were reviewed and tabulated.

**Program Documentation.** Several other sources of program documentation also were reviewed for the process evaluation. These included copies of the grant application submitted for funding, handbooks provided by the Drug Court to its participants to outline the design and expectations of the program, and the policy and procedure manual.

**Focus Group and Logic Model.** A focus group also was conducted during the process evaluation among the Drug Court team members. The goal of the focus group was to synthesize a comprehensive description of program elements for this Drug Court using a “logic model” approach. A preformatted logic flow model (adapted from Harrell, 1996) was completed during the researcher-led focus group to help Drug Court staff articulate specific goals, outputs, and activities for their Drug Court, with special emphasis placed on identifying links between specific program activities and their influence on the stated goals and objectives.

**Geographic Location and Context of the Warren County Juvenile Drug Court.**

The Warren County Juvenile Drug Court program serves juveniles in the judicial district encompassing Warren County, Kentucky. Warren County is located in the Pennyrite and Western Coal Fields regions of the state (Kentucky Atlas & Gazetteer, 2005). The estimated population for the county for 2003 was 95,778 (Kentucky State Data Center, 2005), and the racial ethnic breakdown for Warren County was 88% Caucasian, 8.9% African American, 3.2 % Hispanic, and 1.5% Asian in 2003. It is estimated that approximately 27% of the population in Warren County is under 18 years of age.

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

The findings presented in this section comprise the information gathered from the Administrative and Judge interviews, focus group, court observation, and participant files. These data were examined and are presented within the context of the 16 strategies presented in *Juvenile Drug Courts: Strategies in Practice* (BJA, 2003).

### **Strategy #1. Collaborative Planning – Engage all stakeholders in creating an interdisciplinary, coordinated, and systemic approach to working with youth and their families.**

The Warren County Juvenile Drug Court team has developed a cohesive unit that involves community-based stakeholders. During the planning and implementation stages of the Drug Court, this team worked together to develop policies and procedures which would guide not only the daily operations, but also the overall philosophy of the Warren County Juvenile Drug Court Program.

The Juvenile Drug Court team includes representatives from law enforcement, the court system, the treatment community, and the education community. The overall goal of these stakeholders is to ensure that participants receive intensive supervision and treatment. The team developed program goals, participant rules and regulations, and a phase structure to guide the program in achieving these goals and objectives. These goals and objectives are also provided to the participants in order to define what behaviors are expected of them as they participate in the program, as well as what behaviors may be cause for sanctions and/or termination from the program. Finally, the phase structure details the requirements participants will have to meet in order to successfully complete the Juvenile Drug Court program including number of counseling sessions, court sessions, urine screens, and other treatment activities required of each participant

during each of the three phases. Additionally, the phase structure provides minimum lengths of time each participant will remain a given phase.

All of the above information has been incorporated into the Warren County Juvenile Drug Court Participant Handbook (revised October 12, 2004). Within this handbook, participants and their families are familiarized with the description of the Warren County Juvenile Drug Court program, the participant goals, the costs related to the program, participant rules and regulations, and the phase structure of the program. Additionally, detailed explanations of program requirements such as individual, group, and family counseling sessions, community supervision meetings, school, GED, and work-related requirements, and random drug screening requirements are provided. To ensure that both participants and their families understand the Participant Handbook, an orientation meeting is held with the Coordinator who explains this Handbook in detail.

Each of the participants on the treatment team has their own unique role to play in the lives of the participants and their families. At the treatment team meetings held prior to the court sessions, each team member brings their knowledge and expertise to the table in order to find the most successful treatment strategy for each participant. By having such a diverse and active treatment team, the Warren County Juvenile Drug Court program is able to attack the multi-faceted problems facing the youth in their program as a unified force.

**Strategy #2. Teamwork – Develop and maintain an interdisciplinary, nonadversarial work team.**

The primary goal of the Warren County Juvenile Drug Court is to combine criminal justice practices with treatment-oriented services. The first step in accomplishing this goal was to develop an interdisciplinary treatment team. The Warren County Juvenile Drug Court treatment team currently has 37 members representing community agencies, criminal justice agencies,

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treatment agencies, and educational agencies. The treatment team has community service representation from the Bowling Green Technical College, the Boys and Girls Club of Bowling Green, and a citizen representative. From the justice community, the team has representation from the Court Designated Workers office, District Court, Bowling Green Police Department, Circuit Court's Office, Warren Juvenile Detention, County Attorney's Office, Department of Juvenile Justice Alternatives to Detention, and the Warren County Drug Task Force. From the treatment community, the team has representatives from Lifeskills, Inc., Bellewood Presbyterian Home, Rivendell Behavioral Health, and the Cabinet for Health & Family Services. Finally, from the educational community, the treatment team has representation from Warren County Day Treatment and Bowling Green City Schools. Such a broad representation on the Drug Court team allows the Warren Juvenile Drug Court the opportunity to provide a vast array of comprehensive services to their clients and their families.

Direct services to the participants are provided by the Drug Court Coordinator who began working with the Warren County Juvenile team in May of 2004. The Coordinator is responsible for conducting assessments of juveniles referred to the Juvenile Drug Court program, gathering background information on the juveniles (such as criminal records checks), maintaining case files of all juveniles active in the program, conducting home and school visits, collecting urine screens when appropriate, and reporting participant progress to the treatment team at weekly staffings. The Coordinator is the front-line contact person between the juveniles and the Juvenile Drug Court team.

The Judge volunteers his time to serve on the Warren County Juvenile Drug Court team. Initially, there were two Judges on board to volunteer for the program; however, one of the Judges has since retired and is no longer sitting on the bench. The Judge participates in both the

weekly staffings and Juvenile Drug Court sessions in his District courtroom. According to an interview with the Coordinator, the Judge also takes an active interest in the juveniles enrolled in the program outside of the staffings and weekly court sessions. The Coordinator stated that the Judge has been known to phone a juvenile just to see how his week was going and if everything was going okay. This gives the juvenile a positive contact with the Judge in-between court sessions.

**Strategy #3. Clearly Defined Target Population and Eligibility Criteria – Define a target population and eligibility criteria that are aligned with the program’s goals and objectives.**

The Warren County Juvenile Drug Court program has established a target population which is clearly in synch with the characteristics of youth offenders in their community. Therefore, the eligibility criteria established by the program team sets forth requirements that youths must meet in order to be eligible for program participation.

**Capacity and Case flow:** The goal of the Warren County Juvenile Drug Court is to provide treatment and supervision to a maximum of 12 juvenile clients. Since October of 2004, the Warren County Juvenile Drug Court has enrolled a total of six participants into their program. They currently have five active participants, with assessments for potential participants conducted weekly. The table below summarizes the demographic statistics of their participants.



**Table 1: Demographic Characteristics of Warren County Juvenile Drug Court**

<b>Demographic Characteristic:</b>	<b>Number of Participants: (N = 6)</b>
<b>Race:</b>	
Caucasian:	5
African-American:	1
<b>Gender:</b>	
Male:	4
Female:	2
<b>Age:</b>	
15 Years Old:	1
16 Years Old:	2
17 Years Old:	2
18 Years Old:	1

**Referral, eligibility, and admission procedures.** The Warren County Juvenile Drug Court is currently functioning as a post-adjudication court, although they are hoping to serve both post-adjudicated youth as well as diversionary-tract youth in the future. Typically participants are referred either by the Judge, who also serves on the juvenile court bench, or the defense attorney, who discusses the benefits of Drug Court with their defendants. The team is quick to state, however, that they will accept potential referrals from any source. Initially, the team was hoping to be able to accept status offenders into their program; however, because of funding requirements, they later learned that they were not permitted to accept status offenders. The

team strongly feels that their inability to accept status offenders into the program has hampered the referral process.

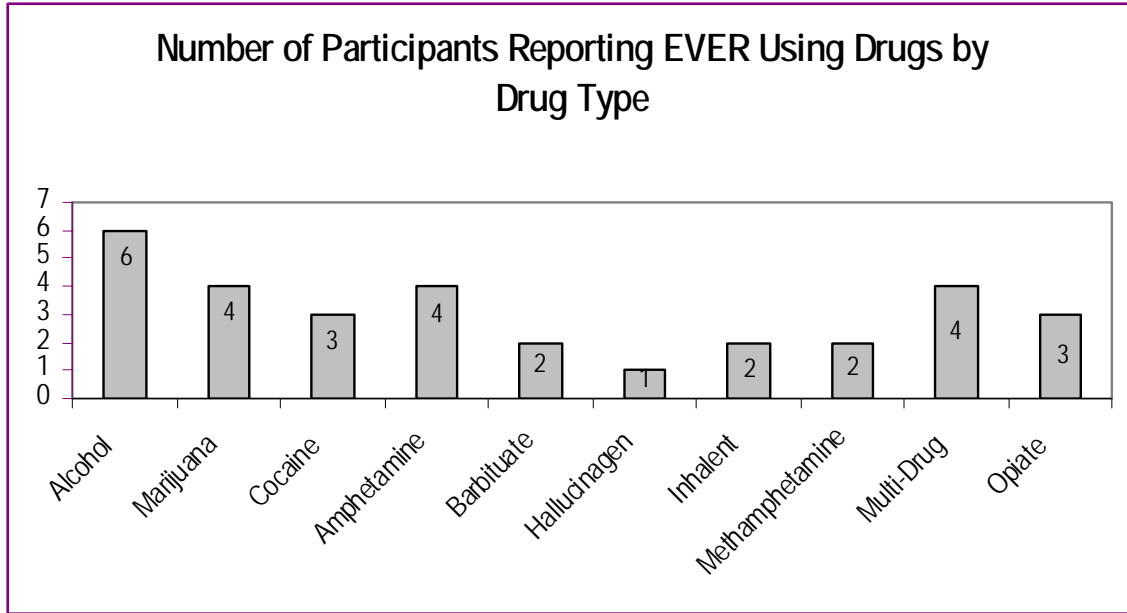
To be eligible for the Warren County Juvenile Drug Court program, youth must be no younger than 13 years of age and no older than 17 years old, have committed a public offense, have substance abuse issues, and be a resident of Warren County. The Warren County Juvenile Drug Court will not accept youth who have committed violent and/or sexual offenses, status offenses, huffers, or youth that will turn 18 years of age before prior to completion of the Juvenile Drug Court program.

When a participant is referred into the program, the Coordinator will meet with the youth to determine their eligibility. The Adolescent Intake Assessment (AIA; Logan, Messer, and Minton) is used to assess eligibility based upon substance abuse of each of the potential participants. The AIA is administered either in the Warren County Detention Center, or at the Juvenile Drug Court office, and is typically completed within one week of the referral. Once a youth is determined to be eligible for the Juvenile Drug Court program, the youth and his/her parents are required to attend a two-hour orientation session with the Coordinator in which the handbook is reviewed and explained to the youth and his/her parents. Finally, both the participant and his/her parents are required to sign a written agreement of participation.

Results from the AIA show that most participants in the Warren County Juvenile Drug Court have a myriad of drug use experiences ranging from alcohol to methamphetamine. Of the six participants to date in the Warren County Juvenile Drug Court, 100% (N = 6) reported ever having ever used alcohol, 67% (n = 4) report having ever used marijuana, amphetamines, and/or multiple substances, 50% (n = 3) report ever using cocaine and opiates, 33% (n = 2) report ever

using barbiturates, inhalants, and methamphetamines, and 16% (n = 1) report ever using hallucinogens. The figure below demonstrates these results.

**Figure 1 : Number of Participants Reporting EVER Using Drugs by Drug Type**



The AIA also asks youths at what age they began using each substance identified as having EVER being used by the youth. Many substances, including alcohol, marijuana, cocaine, amphetamines, and barbiturates, were reported being used by youth as pre-teens. The figure below demonstrates at what ages the Warren County Juvenile Drug Court participants reported first use by drug type.

**Figure 2: Reported Age at First Use by Drug Type**

Drug:	Age at First Use:					
	9	12	13	14	15	16
Alcohol		1	2	3		
Marijuana	1	1	1	1		
Cocaine		1		1		1
Amphetamines		1		1	1	1
Barbiturates		1			1	
Hallucinogens					1	
Inhalants			1			1
Methamphetamines					1	1
Multiple Drugs			2	1	1	
Opiates			1		1	1
<b>TOTAL:</b>	<b>1</b>	<b>5</b>	<b>7</b>	<b>7</b>	<b>6</b>	<b>5</b>

**Strategy #4. Judicial Involvement and Supervision – Schedule frequent judicial reviews and be sensitive to the effect that court proceedings can have on youth and their families.**

The Judge for the Warren County Juvenile Drug Court is one member of an extensive, diverse treatment team. While he presides over the Drug Court sessions, he is also a voting member of the treatment team. In an interview with the Judge, he stated very clearly that consistent, mandatory contact with the Drug Court Judge is a critical element of the juvenile Drug Court process. He stated that it was important that the juveniles form some kind of relationship with the Judge in order for them to understand that “that person is going to do what they say they are going to do.” He indicated that less-frequent contact with the Judge translated into a less effective program that created complacency. The Warren County Juvenile Drug Court treatment team has ensured that consistent contact with the Judge is maintained by requiring participants in all three phases to attend the Drug Court once per week.

**Strategy #5. Monitoring and Evaluation – Establish a system for program monitoring and evaluation to maintain quality of service, assess program impact, and contribute to knowledge in the field.**

An on-going evaluation is being conducted by the University of Kentucky Center on Drug and Alcohol Research. This report is a result of the year one process evaluation. This report is submitted per Bureau of Justice Assistance requirements for an externally-conducted process evaluation of all federally-funded Drug Courts.

One piece of this process evaluation is a researcher-led focus group consisting of the Drug Courts treatment team members. This focus group follows a Logic Model approach (adopted from Harrell, 1996) which allows the Drug Court to participate in its own program development and evaluation. The researcher asks the treatment team to identify the key components of their program in year one and allows them to opportunity to re-visit these components in the second year evaluation to examine how the key components have changed, program effectiveness and what obstacles they felt the program still needed to overcome in the future. Program evaluation is an integral part of every new program's development process and is essential to program sustainment.

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

**Target Population.** The treatment team was first asked to identify their target population, or in other words, who the program was designed to serve. The team agreed that their target population served juvenile drug users who were no younger than 13 years old and no older than

17 years. One treatment team member noted that “possession of marijuana is number three on most charged offenses for juveniles, meth is coming on close.” They hope to have a racially and ethnically diverse population of participants to reflect the diversity within the community. Their participants have to be charged with a criminal offense even though they would like to accept status offenders. One team member noted that “because of the money we receive from BJA, we cannot include status offenders in our program.”

**Short-Term Goals:** The Warren County Juvenile Drug Court team recognized that the identification and completion of various short-term objectives was necessary in order to realize its long-term goals and program mission. The treatment team identified both programmatic and client specific goals they would like to see accomplished in the short-term. The first client-specific goal identified was the reduction in participant drug use. One staff member noted that “the first 10 weeks is really just community supervision—eliminating their ability to use.” Another staff member noted “for the first few weeks, we just smother them, hold them accountable for everything they’ve done, are doing, or are thinking about doing.” The team also recognized that an important goal for the clients should be completing their education and making themselves employable. The team hopes to do this by giving them the skills they need to be employable, such as information on how to fill out an employment application, how to dress for a job interview as well as daily dress standards in the workplace.

Programmatic goals that the team envisions in the short-term are contingent upon increasing the number of participants in the program. At the time the focus group was conducted in early January, 2005, there was only one participant. For example, for the company EXEMPLAR to start conducting the urine screens on their clients at least five active participants are necessary. The treatment team would also like to start a Drug Court-specific treatment

group; however, there are again a minimum number of participants necessary to initiate such a group. In order to increase the employment options for their clients, the team would like to develop formal linkages with employers who are willing to work with his population. One team member stated “we have to show them what success looks like so they have some idea of what they are working for in the long-term. We have to show them what is available to them.” Lastly, the team recognized the strength it has in the number of treatment team members and the diversity of their backgrounds; therefore, they identified a short-term goal of increasing and/or maintaining the attendance of the members at treatment team meetings. They recognized that right now, it’s a moot point with only having one client; however, once their numbers grow and the required services expand to more and more clients, their participation in the meetings is going to become crucial to the success of the program. One team member also noted that “we have to continue employ team decision-making, and turn all treatment decisions over to the Judge.”

**Long-Term Goals:** The team mentioned specific client-based goals they hoped to achieve through the Drug Court program which centered on helping participants produce positive changes in their lifestyles. One team member summed up their goals by stating “what we want to see them do is establish a pattern of personal habits that are more productive such as study habits; ancillary kinds of things. The goal is that they get in better, healthier habits.” The treatment team wants the program have a certain expectation of compliance to the standard or structure of society. They also want to teach the juveniles better coping skills to deal with peer pressure and other sorts of adolescent pressures.

The team also mentioned several programmatic goals that they are working towards in the long-run. The first was to increase the capacity of their program. One member stated that

“this program needs to have longevity to be successful in our community.” They would also like to work to the point of taking non-adjudicated youth in to the program. One team member stated that “this program is set up to take non-adjudicated youths, but we just aren’t there yet.” The most significant long-term goal that this Drug Court has established is to eventually be adopted into the state budget; but this team realizes that they are going to have to prove that they are financially efficient before that will happen. One team member stated “everything doesn’t have just a dollar figure attached to it. We do not look enough at what the human interest is—we don’t look at how much better the kid is doing versus how much it costs us to do it. Outcomes shouldn’t be just financially based or measured.”

**Therapeutic Activities.** The team was next asked to identify what activities the Warren County Juvenile Drug Court conducts that assists the participants with their efforts to recover from substance abuse and dependence, and further progress towards participants’ long-term goals. The team described a comprehensive menu of activities, services, and interventions that contributed to therapeutic successes. A majority of the activities discussed were consistent with requirements outlined in the Phase structure of the program. The coordinator provides constant monitoring of the youth in the home, community, and school. One team member noted that “since we only have one client right now, someone from the treatment team sees him everyday. This will probably not continue as we get more clients, but at least three times a week, someone from the treatment team will see the participants.” Random urine screens are also a therapeutic component of this program. Participants call a specific number to see if they will have drug screening that day and urine screens are required three times a week. One team member noted that “they can also require family drug tests if there are suspicions that the family is using drugs.” Counseling sessions are also a therapeutic component that this Drug Court provides.



Participants receive individual counseling for two to three hours per week, group counseling one and a half to two hours per week, and family counseling. The team also stated that parenting classes are available. “These classes can be very different from therapy; it shows them how to respond to their child’s’ behavior, how your 15 year old should be behaving, etc.” The team members also stressed the importance of education; they mentioned that not only are traditional educational avenues available, but also GED programs and vocational/trade school opportunities. This team also recognized the importance of providing the young participants with positive role models, for which members of the treatment team serve. One team member stated that the client “has commented several times that he is surprised at how many people show up at his treatment team meeting. The fact that so many people show up to see him get well is astounding to him.”

The team also discussed the importance of rewards, sanctions, positive reinforcement, and judicial interaction in the therapeutic process. They are limited by the rewards they can offer the participants in that the Drug Court itself is not permitted to solicit for monetary donations; however, items that are donated can be utilized. They stated they have already received items such as movie passes, Wal-Mart gift cards, and pizza parties. The team recognizes that in working with youth, the treatment process has to be fun in some fashion. The team stated that once more participants were enrolled in the program, they intended to use markers for positive reinforcement, such as, when they reach certain points in treatment they get to go on recreational trips. One team member stated that “so many of these kids have replaced their childhoods with drug use and they don’t know how to have fun anymore. It is important for youth to find fun—not using can be fun.” The team agreed that with both rewards and sanctions, the response must be immediate and consistent with the behavior being rewarded or sanctioned. This court stated that it has the ability to do an immediate response based on the resources—“we do not need to

wait until court rolls around.” The sanction options they have range from increasing homework to lodging them in detention, with one member stating “since they are post-adjudication, lodging them (in detention) is an option.” They also have the option of increasing treatment or counseling sessions or placement in residential treatment. This team also recognized that judicial contact can be both rewarding and punishing. The Judge does not want to be seen as “just the hammer”. “The Judge is willing to engage in some discussion in specific things he is doing. He has interaction with the child, there has some weight behind that.”

**Community Resources.** The Warren County Juvenile Drug Court identified many businesses and organizations that came on board to serve the Drug Court participants. They currently have two treatment providers; Lifeskills, Inc. which provides outpatient therapy to the youth and Rivendell which is a behavioral health facility providing in-patient, psychiatric services. Children’s Crisis Stabilization also provides stabilization services to the Warren County Juvenile Drug Court. The team recognized the efforts of the local school system, high schools and GED programs that attend treatment team meetings. While the educational representatives do not attend every team meeting, one team member stated that “their time is so taxed anyway, but they are there when you need them.” The team recognized the Bowling Green Police Department as an invaluable asset to their program stating that they provide curfew checks, community supervision, and act as a referral source for the program. Additionally, the team members identified the Court Designated Workers’ Office as being the “frontline” of referrals, since that is often where the juveniles enter the court system. The team also identified various community organizations which provide services to their program including Community Action Agency, Family Preservation Program, Family Reunification Program, basic self-help groups such as AA, Al-ANON, Al-ATEEN, NA, etc. The team recognized the contributions of the Department of

Juvenile Justice and the Cabinet for Families and Children for assistance with sanctioning and referrals. One team member stated that “we have a web of support if we get into other issues that come, such as if the family has dysfunction problems that the Cabinet can address. The lack of territory has been good; no one has been “claiming” territory over certain issues”.

**Individual Characteristics.** The team was asked to identify background characteristics of their Drug Court population. These traits help to define the unique nature of services needed and resources required for the Drug Court program. This section was hard for them to discuss, because at the time the focus group was conducted, they only had one participant actively enrolled in the program. However, based on that one client, the team was able to identify several characteristics that they felt would hold true once more clients were enrolled in the program. They perceived their population to be mainly marijuana and methamphetamine users, as well as prescription drug users. One member stated that “a lot of parents tell me that their kid is getting into their medicine cabinet.” Additionally, they envision their participants coming from homes where at least one person is using in the home; therefore, they are exposed to drug use in the home environment. Drug use, in turn, becomes a socially acceptable coping mechanism for the youth. They also feel that their clients will come from chaotic households, with lots of people coming in and out of their lives. One team member noted that “some of these kids have been in the system for a while, so they move from one caseworker to another. Within the family, there is a cycle of boyfriends/girlfriends circulating through the household which creates instability.” They also identified either low self esteem or over-inflated self esteem as being a common characteristic their population. The youth they have encountered also typically have issues with authority. One team member explained this by saying “they have distorted attitudes where authority is concerned. That may be partially age-related, not all drug and alcohol related. They

have a skewed view of who has authority over what and what that should look like.” Finally, the group agreed that the group that they would likely be serving would be manipulative. Even by this early age, they have already developed these skills. One team member concluded all of these characteristics by stating “you can take all of this and write ADDICT—they are all early markers of addictive thinking.”

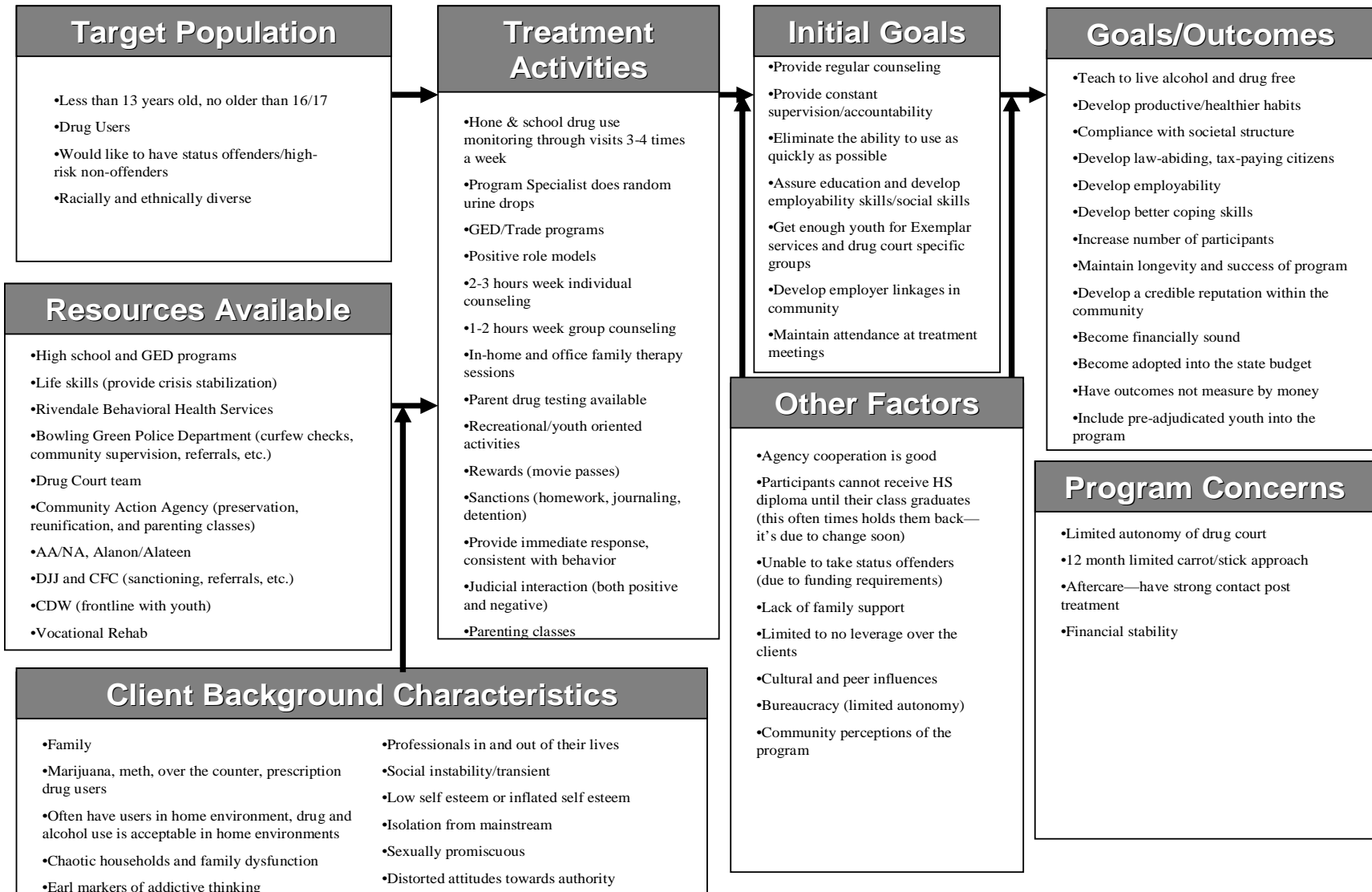
**Other Influences.** The team was next asked about influences outside the Drug Court which have had an impact on the program. At this point, the team was unable to point to many positive influences, because the program is still in its infancy. One of the positives that was mentioned was the community participants. The team felt that the community participants were willing to work together in an atmosphere of cooperation; there was no fighting for clients between programs. Second was the community perception. They team felt that after the program demonstrates successful outcomes, attorneys may be more willing refer their juvenile clients.

Many of the negative influences the team identified were beyond the scope of the program’s control. One of the biggest negative influences the team saw was that the youths going through the GED program are not permitted to graduate until the class they would have graduated with in the traditional education system graduates. This prevents the youth from enrolling in vocational classes or even college classes. The team also stated that due to the nature of the juvenile justice system, they felt like they have no leverage over their juvenile clients. For example, in the adult Drug Court system, most participants are facing serious sentences if they are unsuccessful in Drug Court; whereas in the juvenile system, the maximum most juveniles would serve is 90 to 120 days. One team member stated “We are asking them to do a program that is a year or more versus only serving 90 to 120 days.” Additionally, they feel they are inhibited by not being able to accept status offenders. They feel Drug Court can act as an early

intervention program for youths who may be on their way to serious criminal careers. The team members also identified factors that influence youth's substance abuse that they have no control over such as music, movies, and video games.

**Program Concerns.** The Warren County Juvenile Drug Court team was finally was asked to identify what concerned them about the program as it is currently functioning. The Drug Team discussed that there was too much standardization of the Juvenile Drug Court program; they felt like there was no room to allow for individualization of the program. They also worried about the sustainability of the program after the three years of initial funding was over.

**Figure 3: Logic Model**



**Strategy #6. Community Partnerships – Build partnerships with community organizations to expand the range of opportunities available to youth and their families.**

The Warren Juvenile Drug Court has networked with various community, justice, education, and treatment related agencies to assist in providing services to the juvenile participants and their families. As can be seen from the description of their treatment team, the program has a committed team members from several community, criminal justice, treatment, and educational based agencies to provide a wide range of services to their participants.

The Juvenile Drug Court program has a contractual relationship with Lifeskills, Inc. to provide outpatient therapeutic treatment to juveniles enrolled in the program. Additionally, Rivendale provides in-patient therapeutic services, when necessary. Even though the program has not utilized any in-patient services thus far, a representative from Rivendale actively attends and participates in the weekly treatment team meetings. Additionally, Rivendale is working on forming a strictly juvenile AA/NA program for juvenile participants. At this time, the Warren County Juvenile Drug Court program doesn't refer participants to those programs to avoid mixing adult and juvenile offenders.

The Coordinator stated that the Juvenile Drug Court program has a wonderful working relationship with the school system and the local Technical College. Releases are given to the school system immediately upon a juvenile's enrollment in the program to access attendance records, grades, progress reports, and disciplinary records. The Bowling Green Technical College attends all weekly treatment team meetings in case referrals are made to them.

The Bowling Green Police Department has assigned one officer to the Juvenile Drug Court program. This officer provides nightly curfew checks on participants involved in Juvenile Drug Court. The officer is also responsible for providing curfew checks for juveniles on probation with the Department of Juvenile Justice, so this creates a triangle of information

sharing among law enforcement, the Department of Juvenile Justice, and the Juvenile Drug Court program.

Various community organizations have come forward to assist the Juvenile Drug Court. The Local Delinquency Prevention Council allows the Coordinator to attend their community meetings. This council is made up of school personnel, local businesses, and University officials. In addition to being able to plug the Juvenile Drug Court program in that arena, it also allows the Coordinator to stay informed about delinquency issues facing the community, make linkages with potential employers for participants or their parents, as well as linkages with University officials for scholarship or other opportunities for their participants. The Kiwanis Club of Bowling Green has also supported the Warren County Juvenile Drug Court program by starting “Shirt Drive”. The Club found out that one of the requirements of the program was that participants had to wear collared shirts to all Juvenile Drug Court functions, so they have begun a collection of collared shirts to be donated to the Juvenile Drug Court for their participants. The Juvenile Drug Court program also has access to basic self-help groups in the community such as AL-ANON, AL-ATEEN, and AA and NA for the parents if necessary. Finally, local employers have shown to be supportive of hiring participants enrolled in the Juvenile Drug Court program; specifically the Coordinator mentioned Wendy’s, McDonald’s and Burger King. These employers have allowed the participants time to participate in the activities that are required of Drug Court participants and have also allowed the Coordinator to make site visits. The Coordinator stated that “it’s a big responsibility on the part of the employer to hire these participants because they do have commitments which are different than other employee’s. These employer’s don’t buy into the stereotype that these are bad kids”.



**Strategy #7. Comprehensive Treatment Planning – Tailor interventions to the complex and varied needs of youth and their families.**

The Warren County Juvenile Drug Court program strives to meet the diverse needs of the youths and their families enrolled in their program. The team meshes criminal justice-based practices with therapeutic-based treatment to provide the juveniles both accountability for their actions, as well as treatment opportunities to recover from drug abuse/dependence and other unhealthy lifestyle habits.

**Program Goals:** Program goals were established by the Warren County Juvenile Drug Court treatment team to provide youth an outline of what the program hopes to accomplish. At orientation, each participant is provided a written copy of the program goals via the participant handbook. During this orientation session, the goals are reviewed and discussed with the Treatment Coordinator, juvenile, and his/her family. The primary goals for all participants are to learn to be drug free and adopt a drug-free lifestyle, to learn better coping skills, and to develop skills that will reduce criminal activity. Through program activities, it is expected that participants will remain in school or be actively seeking their GED or employment opportunities, attend all group, individual, and family treatment sessions, and pay all financial obligations. Table 2 below shows the Participant Goals for youths in the Warren County Juvenile Drug Court.

**Table 2: Participant Goals**

<p style="text-align: center;"><b>Participant Goals:</b></p> <p>You and your family must commit to successfully addressing the following goals:</p> <ol style="list-style-type: none"><li>1. To learn to be drug free.</li><li>2. To learn better ways of coping with life's circumstances.</li><li>3. To adopt and adjust to a completely drug-free lifestyle.</li><li>4. To develop non-criminal ways of thinking and adopt a non-criminal pattern of living.</li><li>5. To have no unexcused absences or tardies from school or work.</li><li>6. To enhance educational opportunities and/or employment or vocational training.</li><li>7. To attend individual and group treatment sessions.</li><li>8. To develop socially accepted behavioral skills.</li><li>9. To increase and enhance self esteem and motivation.</li><li>10. To identify the warning signs of use and relapse and develop a relapse prevention plan.</li><li>11. To accept responsibility for all behavior.</li><li>12. To accept responsibility for all financial obligations.</li></ol> <p style="text-align: right;"><i>Warren County Juvenile Drug Court Participant Handbook Revised October 12, 2004</i></p>
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**Phase Structure:** Like all Kentucky Drug Courts, the Warren County Juvenile Drug Court is divided into three distinct phases, each with a separate set of goals, requirements, and the minimum length of time required for achieving these goals. The phase structure of the Warren County Juvenile Drug Court is intended to help the participant reach their long-term goals and objectives set for them in more manageable increments. A detailed description of these three phases is presented in Table 3 below. Phase I is designed to last a minimum of 8 to 10 weeks, Phase II a minimum of 16 weeks, and Phase III a minimum of 24 weeks, for a total of approximately 50 weeks, or approximately one year.

# Warren County Juvenile Drug Court Implementation Evaluation

## **Phase Requirements for Warren Juvenile Drug Court**

### **Phase I – Eight to ten weeks minimum:**

#### Minimum requirements:

- Prompt attendance at all court hearings
  - Minimum of one (1) hearing every week.
- Prompt attendance at all assigned individual, group, and family treatment sessions.
- Provide all requested urine specimens
  - Inability to provide specimen within thirty (30) minutes of request will be considered a positive screen and will result in immediate sanctions.
- All urine specimens, excluding the initial specimen, must reflect no use of drugs or alcohol.
- Attend all events assigned by the Warren Juvenile Drug Court Staff, presiding Warren Juvenile Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Attend school with no unexcused absences or tardy and/or maintain Court approved employment and/or vocational training.
- Complete and submit all homework assignments made by the Warren Juvenile Drug Court Staff, presiding Warren Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Develop a payment plan and begin making compensation to satisfy any Court and/or treatment related financial obligations (i.e. compensation, crime victim's fund, and public defender fees, treatment, fees, etc.).
- Submit and comply with all referrals made by the Warren Juvenile Drug Court Staff, presiding Warren Juvenile Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Remain drug and alcohol free.
- Refrain from being in the presence of others who may be using drugs or alcohol.
- Phase I curfew is, unless otherwise directed by Warren Juvenile Drug Court Staff or presiding Warren Juvenile Drug Court Judge or the person exercising legal custodial control over you or the person with whom you are living:
  - 6:00 PM Sunday – Thursday
  - 8:00 PM Friday – Saturday

### **Phase II – Four (4) Months minimum:**

#### Minimum requirements:

- Prompt attendance at all court hearings
  - Minimum of one (1) hearing every week.
- Prompt attendance at all assigned individual, group, and family treatment sessions.
- Provide all requested urine specimens.
  - Inability to provide specimen within thirty (30) minutes of request will be considered a positive screen and will result in immediate sanctions.
- All urine specimens must reflect no use of drugs or alcohol.
- Attend all events assigned by the Warren Juvenile Drug Court Staff, presiding Warren Juvenile Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Attend school with no unexcused absences or tardy and/or maintain Court approved employment and/or vocational training.
- Complete and submit all homework assignments made by the Warren Juvenile Drug Court Staff, presiding Warren Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Continue making compensation to satisfy any Court and/or treatment related financial obligations (i.e. compensation, crime victim's fund, and public defender fees, treatment, fees, etc.).
- Submit and comply with all referrals made by the Warren Juvenile Drug Court Staff, presiding Warren Juvenile Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Remain drug and alcohol free.
- Refrain from being in the presence of others who may be using drugs or alcohol.
- Phase I curfew is, unless otherwise directed by Warren Juvenile Drug Court Staff or presiding Warren Juvenile Drug Court Judge or the person exercising legal custodial control over you or the person with whom you are living:
  - 8:00 PM Sunday – Thursday
  - 10:00 PM Friday – Saturday

### **Phase III – Six (6) Months minimum:**

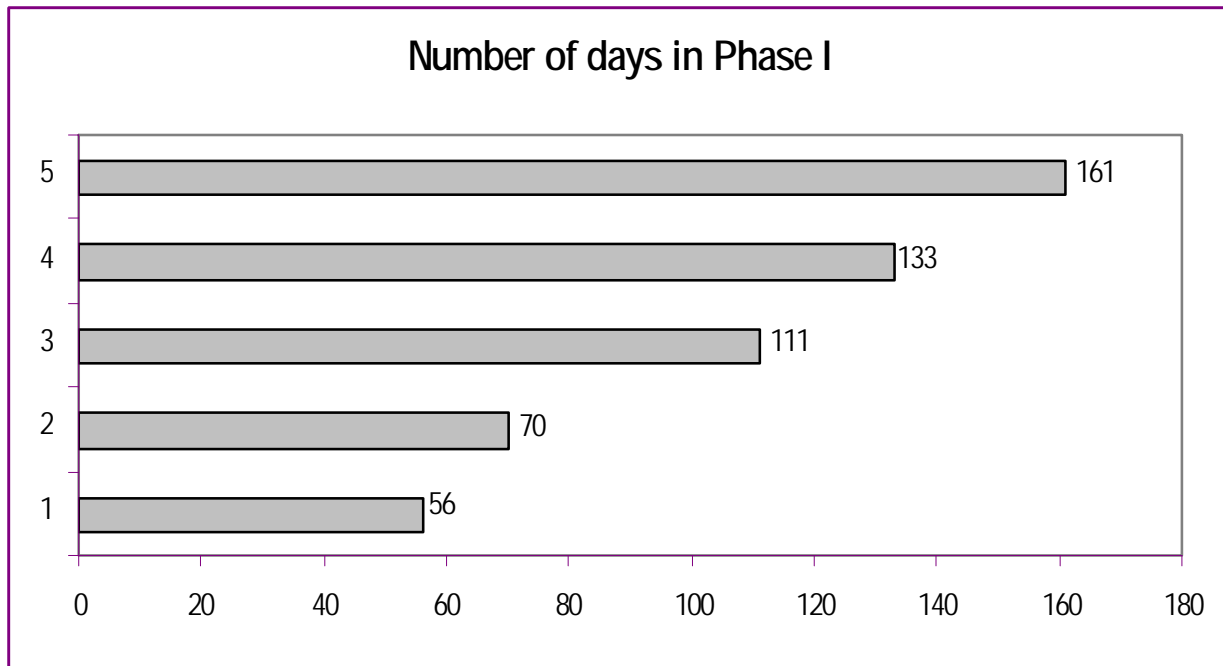
#### Minimum requirements:

- Prompt attendance at all court hearings
  - Minimum of one (1) hearing every week.
- Prompt attendance at all assigned individual, group, and family treatment sessions.
- Provide all requested urine specimens.
  - Inability to provide specimen within thirty (30) minutes of request will be considered a positive screen and will result in immediate sanctions.
- All urine specimens must reflect no use of drugs or alcohol.
- Attend all events assigned by the Warren Juvenile Drug Court Staff, presiding Warren Juvenile Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Attend school with no unexcused absences or tardy and/or maintain Court approved employment and/or vocational training.
- Complete and submit all homework assignments made by the Warren Juvenile Drug Court Staff, presiding Warren Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Continue making compensation to satisfy any Court and/or treatment related financial obligations (i.e. compensation, crime victim's fund, and public defender fees, treatment, fees, etc.).
- Submit and comply with all referrals made by the Warren Juvenile Drug Court Staff, presiding Warren Juvenile Drug Court Judge and/or Warren Juvenile Drug Court Treatment Providers.
- Remain drug and alcohol free.
- Refrain from being in the presence of others who may be using drugs or alcohol.
- Phase I curfew is, unless otherwise directed by Warren Juvenile Drug Court Staff or presiding Warren Juvenile Drug Court Judge or the person exercising legal custodial control over you or the person with whom you are living:
  - 10:00 PM Sunday – Thursday
  - 12:00 AM Friday – Saturday

## Warren County Juvenile Drug Court Implementation Evaluation

The Drug Court team has established the minimum amount of time necessary for participants to complete each phase. Data collected from participant files indicate that time spent in each phase varies from participant to participant. For the juveniles enrolled in the Warren County Juvenile Drug Court to date, only one participant has progressed from Phase I to Phase II. For this participant, it took 67 days to progress from Phase I to Phase II, which is within the time frames established by the phase structure. However, this participant was demoted back to Phase I as a sanction 42 days after he/she was promoted. For the remaining participants, they have been in Phase I for a range of 56 to 161 days (as of May, 2005). Figure 4 shows the number of days in Phase I for each participant.

**Figure 4 Number of Days in Phase I (as of May 12, 2005).**



**Strategy #8. Developmentally Appropriate Services – Tailor treatment to the developmental needs of adolescents.**

The Warren County Juvenile Drug Court program has a myriad of services designed specifically for juvenile clients. Each participating provider or resource is aware of the special needs of juveniles and every effort is made to work cohesively to meet those needs. The approach of this program is to balance criminal justice supervision with therapeutic treatment activities to promote the social, emotional, and physical health of their participants.

**Staffings and Court Sessions.** Each week, the Warren County Juvenile Drug Court treatment team meets prior to the Drug Court sessions for a “staffing”. Typically in attendance at these staffings are team members who have participants attending Drug Court that day. All members of the Warren County Juvenile Drug Court treatment team have a vote when deciding the appropriate action to take with a participant, including the Judge. The Judge feels that his being an equal voting member is fundamentally important to the process because “there are so many different facets of substance abuse; therefore, it is imperative to have the input and consensus of everyone on the team when it comes to making decisions about the treatment of their participants”. Additionally, the Judge feels that for him to have absolute power when it comes to imposing sanctions may very well negate the purpose of having a “treatment team”.

During the staffing, the Drug Court Coordinator presents an update to the treatment team on urine screens, school reports, home visits, and any other information which he has collected during the prior week. Each person in attendance at the treatment team staffing actively contributes to the discussion of participants. If sanctions and/or incentives are warranted, they are discussed and agreed upon by the treatment team.

Drug Court sessions are held at 4 pm every Thursday in the Judge’s District courtroom. As part of this evaluation, an evaluator from UK observed a Juvenile Drug Court session. The

## Warren County Juvenile Drug Court Implementation Evaluation

following information is provided to detail how a Juvenile Drug Court session in Warren County is organized and conducted. At the time of this observation, the Warren County Juvenile Drug Court program only had one (1) active participant.

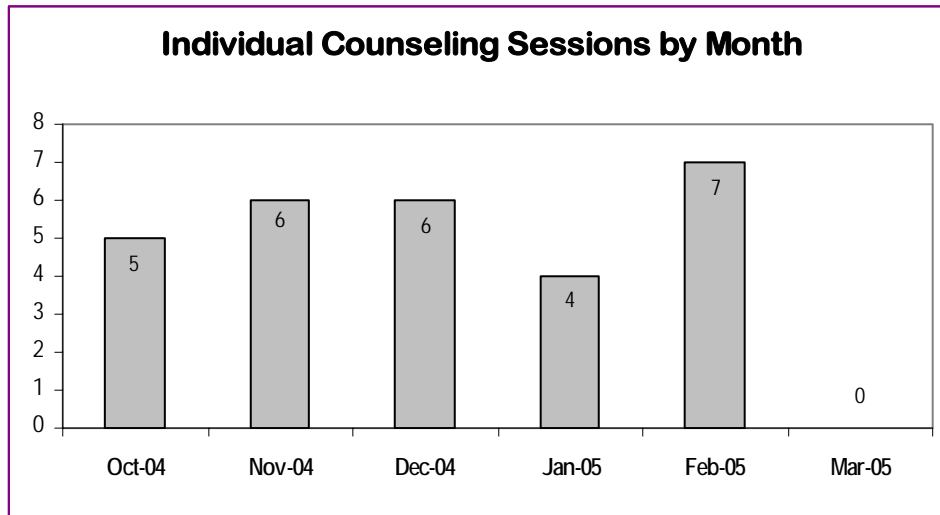
After the staffing session, each treatment team member remained present in the Courtroom. The Judge called the juvenile participant to approach the bench; the participant's father also stepped forward to the Judge's bench. Neither the participant, nor his father spoke into a microphone. The Judge spent approximately five (5) minutes with the participant discussing an incident that occurred in school. While the Judge was stern about the importance of behaving in school, the Judge also found a way of praising the participant for not engaging in behavior that would normally have been engaged in by this participant. The Judge then discussed the sanctions that were being imposed and the reasoning behind the sanctions. The Judge then shook the participants hand and thanked him for coming to his court session and thanked the father for bringing him and being in attendance as well.

According to a recent interview with the Coordinator of the Warren County Juvenile Drug Court program, since this court observation, the Judge has revised the way court sessions are conducted. The Judge no longer sits on the bench. The parents and participants all sit in the jury box and the Judge stands in front of the jury box and addresses both individually and as a group. The Judge feels that there is a certain "bonding" among participants by holding the court session this way and that it feels more like a "conversation" than a court session. The evaluator from UK was scheduled to attend a court session in which this format was utilized; however, due to a family emergency, the Judge had to cancel court for that date and an alternate observation date could not be scheduled.

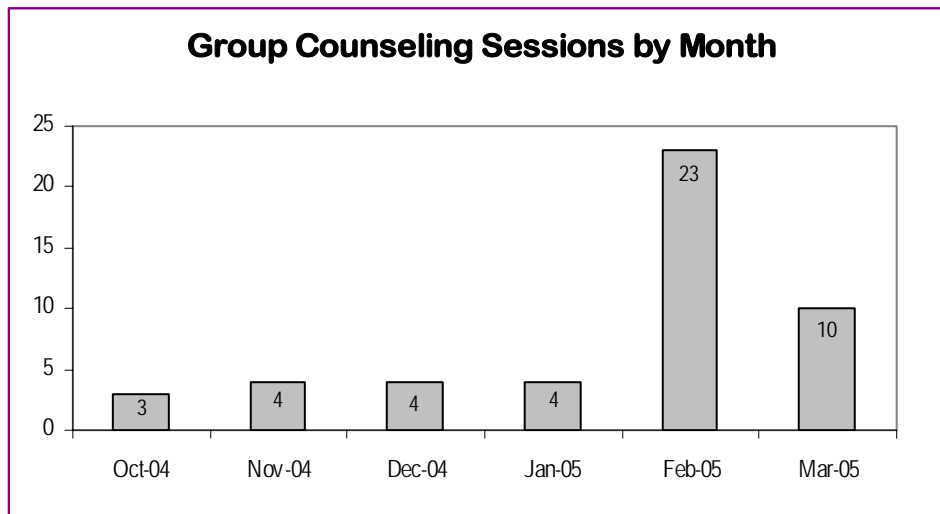
**Treatment.** The Warren County Juvenile Drug Court team attempts to tailor treatment to meet the individual needs their young clients. The Coordinator stated that “the functioning level of the participant and the parent needs to be taken into consideration when developing treatment plans”. He also stated that “we make sure that the treatment we are providing to the youth are explained very clearly to the parents. These youth are not adults...we can not treat them like adults and expect them to inform their parents correctly of what their treatment needs are”. To this end, the treatment team incorporates various therapeutic activities to ensure comprehensive treatment interventions are being administered to their participants.

Individual and group counseling sessions are required of participants enrolled in the Warren County Juvenile Drug Court program. While family counseling is not mandatory, it is often employed as a treatment tool. Lifeskills provides the outpatient therapy and Rivendell Behavioral Health provides in-patient psychiatric care for juveniles. According to the monthly statistics submitted to AOC, one family session was provided in February, 2005, a total of 28 individual counseling sessions, and a total of 48 group counseling sessions were provided to participants from October 2004 through March 2005. Figure 5 shows the number of individual counseling sessions and Figure 6 shows the number of group counseling sessions by month as reported by the Warren Juvenile Drug Court Coordinator.

**Figure 5: Individual Counseling Sessions by Month.**



**Figure 6: Group Counseling Sessions by Month.**





**Strategy #9. Gender-Appropriate Services – Design treatment to address the unique needs of each gender.**

The Warren County Juvenile Drug Court has only recently enrolled a female participant; therefore, no specific services have been designated at this time . However, the Coordinator ensures that no males are ever alone with the female participant, including himself and there is always someone else present with her, whether it is law enforcement, the female’s parents, or another youth.

**Strategy #10. Cultural Competence – Create policies and procedures that are responsive to cultural differences and train personnel to be culturally competent.**

The racial composition of the Warren County Juvenile Drug Court is four Caucasians and one African-American. The Drug Court has not specifically sponsored or attended trainings on cultural differences or cultural competency as a team. However, within their own professional capacities, the Coordinator felt that each team member has received appropriate training on these issues. For instance, law enforcement has routine trainings on cultural issues, and other members of the team attend such trainings in their own professional capacities.

**Strategy #11. Focus on Strengths – Maintain a focus on the strength of youth and their families during program planning and in every interaction between the court and those it serves.**

The Warren County Juvenile Drug Court recognizes that parents still play a very large role in the lives of the juveniles participating in their program. At their age, juveniles are, for the most part, dependant upon their family for the basic necessities of life as well as for acceptance and guidance. These factors helped guide the requirements set forth by the Juvenile Drug Court team when they began planning their program.

Parents play an integral role in the participation of their child in the Warren County Juvenile Drug Court program. Parents are required to attend the orientation session, agree to

participate in the program and assist their child in participating in the program and submit to searches, drug screens, and counseling sessions as required. It is also required that parents not only transport their child to the Juvenile Drug Court sessions, but also attend the sessions themselves. The Warren County Juvenile Drug Court team feels that involving the family of the juvenile participant in the process not only tries to formulate family cohesion, but also attempts to provide services to families who may not ask for help if not required to participate. The Juvenile Drug Court program makes referrals to social service agencies, educational agencies, and counseling agencies to assist families in getting the help they may need.

**Strategy #12. Family Engagement – Recognize and engage the family as a valued partner in all components of the program.**

The Warren County Juvenile Drug Court recognizes the important role families play in the lives of their participants and have weaved their participation throughout their Drug Court program. The team identifies the involvement of the family as a “wholeness approach”. The initial involvement of parents in the program is through a family orientation session where families spend about two hours going through the participant handbook discussing both the participants’ and parents role in successfully navigating the Drug Court program. At the orientation meeting, parents must sign an agreement stating that they are willing to participate in the Warren County Juvenile Drug Court program as stipulated in the handbook. Parental participation includes being required to attend every Drug Court hearing with their child, submitting to drug tests upon request, and consenting to being searched upon request (including their residence, car, and person). Parents can also be sanctioned through the Drug Court. If parents fail to comply with their imposed sanction, the Judge can file a contempt of court charge against them. Family counseling sessions are also provided, but only on an as-needed basis as

determined by the treatment provider or upon request of the family. According to the monthly statistics submitted to AOC, there has been one family counseling session provided to date.

Other family members are also encouraged to attend the court sessions (such as siblings, cousins, etc.). The rationale being that the problems the youth participants face are typically cyclical; therefore, by allowing younger generations to attend they can reap the same benefits that the participants do as well as possibly replace a typically negative perception of the judicial system with a more positive one.

One way the Coordinator tries to reach out to the family is by visiting the home as often as possible. Because of the participants' school schedule, required drug testing, and counseling sessions, requiring the participants to attend another appointment was not working. In order to further the parental commitment, the team has tried to minimize the amount of transporting that they have to do. Additionally, the Drug Court team feels that people are more comfortable in their own home versus the formal environment of the Drug Court office and are more likely to be open and honest about potential issues the participant may be facing.

**Strategy #13. Educational Linkages – Coordinate with the school system to ensure that each participant enrolls in and attends an educational program that is appropriate to his or her needs.**

The Warren County Juvenile Drug Court has a wonderful relationship with the local school system. Releases of information are given to the school system immediately upon enrollment in the Drug Court program. This release allows the Drug Court team to access various types of information from the school including attendance records, grades, and behavior and disciplinary reports. The Coordinator also makes regular contact with the youth at the school in order to build relationships with the educational providers. The Coordinator has also developed a relationship with the Director of Pupil Personnel at each school; therefore, they are

often able to access the required data without putting extra strain on the school staff. Currently, the Warren County Juvenile Drug Court is working successfully with Warren County East High School, 11<sup>th</sup> Street Alternative School, Bowling Green Junior High School, Day Treatment, and Lighthouse Academy.

The Coordinator states that because school personnel often have many responsibilities, they are not able to regularly attend treatment team meetings. The team would ideally like to have a regular member from the school system attend each meeting, but understand the constraints on their time. The Coordinator did note that the school system does provide input on the progress of each student in their program. For instance, if there is a problem at school, the school will contact the Coordinator and inform him of the situation rather than wait until the weekly progress report.

In addition to the traditional school system, a representative from the Bowling Green Technical College, for whom the team foresees making referrals to, maintain an active role on the treatment team. The representative from the College regularly attends all treatment team meetings so that in the event a referral is made, he will have a better understanding of what his/her needs are.

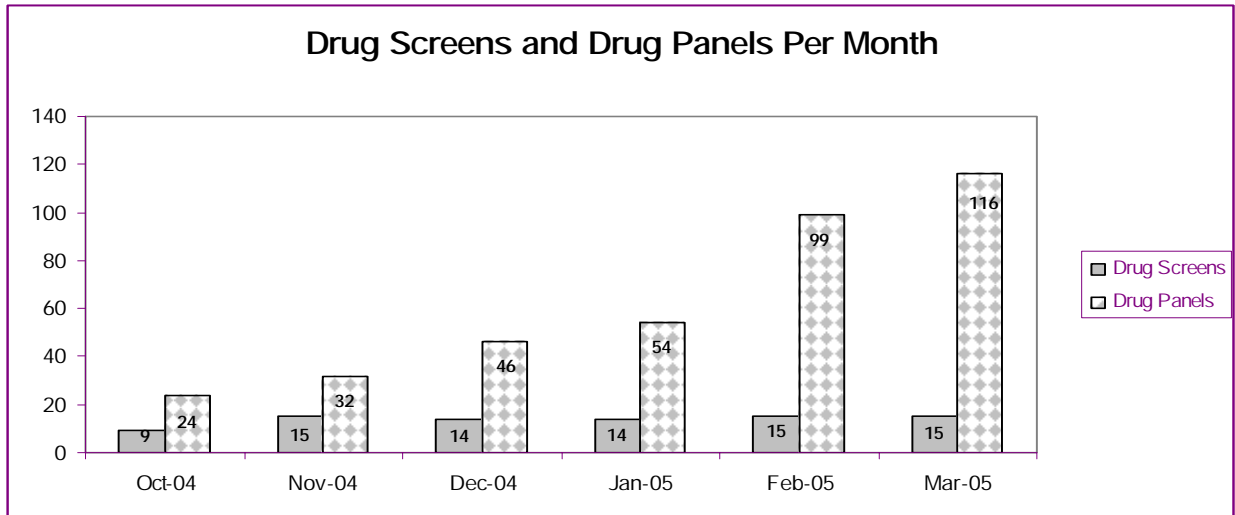
**Strategy #14. Drug Testing – Design drug testing to be frequent, random, and observed. Document testing policies and procedures in writing.**

Random drug testing is a critical component to any Juvenile Drug Court program. Initially, the Coordinator for the Warren County Juvenile Drug Court program was conducting all drug testing. The Coordinator attempted to conduct the drug testing at places convenient for the youth such as school or home in order to minimize the amount of transporting the parents had to do. Currently, however, Exemplar is conducting the urine screens for the program. Participants call the 888 number every morning, and a recorded message will let them know if

their “phase” is being tested that day. Exemplar conducts the screens at the Adult Drug Court office in Bowling Green, immediately following the adult drug testing to avoid any contact with adult participants. Testing during the week is at 5:15 pm except on Tuesday and Wednesday when testing is at 5:30 pm. Tests done on the weekend are conducted at 10am.

Since October of 2004, the Warren County Juvenile Drug Court has conducted 82 urine screens for a total of 371 panels. An average of 11 drug screens are conducted per month. The chart below demonstrates these findings.

**Figure 7: Drug Screens and Drug Panels Per Month**



According to the data extracted from the participant files, the Warren County Juvenile Drug Court program has had six (6) positive urine screens since they have been in operation. One person tested positive for crack, opiates, and sedatives, two persons tested positive for marijuana, and one person tested positive for amphetamines.

**Strategy #15. Goal-Oriented Incentives and Sanctions – Respond to compliance and noncompliance with incentives and sanctions that are designed to reinforce or modify the behavior of youth and their families.**

Each new Drug Court participant and their family is given a participant handbook at program entry that details the operation of the program, policies and procedures, rules, and what each participant can expect and what is expected of them in return. Table 4 presents a list of rules imposed on participants when they enter the Warren County Juvenile Drug Court program.

## Warren County Juvenile Drug Court Implementation Evaluation

### **Table 4: Participant Rules and Regulations**

Any violation of participant rules by you and/or your family will be reviewed by the Warren County Juvenile Drug Court Program Specialist and the presiding Warren County Juvenile Drug Court Judge who may, at their own discretion, impose sanctions. These sanctions may include, but are not limited to, increasing individual and/or group treatment session requirements, additional written assignments, increase in community service hours, issuance of a summons to appear for a court hearing, placement in secure detention, termination from the program, or any other reasonable sanctions designed to help you and your family.

1. Appropriate clothing is expected at all times.
  - a. When attending Court, you must wear a polo style or button down shirt or blouse, pants or skirt that extends to the knee, and shoes (t-shirts and mini skirts will not be permitted).
  - b. Sunglasses will not be worn inside the Warren Justice Center, any Warren Courtroom or the Warren Juvenile Drug Court Office.
  - c. Clothing bearing drug or alcohol related themes, or promoting or advertising alcohol or other drug use will not be permitted.
  - d. No clothing indicating gang affiliation or involvement shall be worn at any time while involved as a participant or family in the Warren Juvenile Drug Court.
  - e. The chewing of gum will not be permitted in the Warren County Justice Center of the Warren County Juvenile Drug Court Office.
  - f. Per Kentucky Revised Statutes, tobacco use will not be permitted by any person under the age of 18 years.
2. You shall notify the Warren Juvenile Drug Court Staff of your physical address, phone number and/or living arrangements and any subsequent changes.
3. You and your family must attend all events mandated by your participation in the Warren Juvenile Drug Court. These events may include, but are not limited to, court hearings, community supervision meetings, individual and/or group counseling sessions, urine tests, educational consultations, etc.
  - a. You must arrive on time and may not leave early.
  - b. If you are late, you may not be allowed to attend the event, and thus shall be considered absent.
  - c. Any excused absence from any event will be at the discretion of and must have the prior approval of Warren Juvenile Drug Court Judge.
  - d. All unexcused absences or tardies will result in immediate sanctions thereby delaying phase advancement and graduation from the program.
  - e. Arrangements must be made to make up any and all missed events prior to your next court appearance.
  - f. The effort you put into each event will determine the benefits you receive.
  - g. You shall adhere to the specific rules of each event and to show respect toward yourself, other participants, and even facilitators.
    - Failure to follow event rules and/or displaying a lack of respect will result in immediate sanctions as determined by the Warren Juvenile Drug Court Staff and/or presiding Warren Juvenile Drug Court Judge.
  - h. Active participation is mandatory in every event.
4. The following behaviors will not be tolerated:
  - a. Violence or threats of any kind.
  - b. Use and/or possession of drugs and/or alcohol.
  - c. Use and/or possession of tobacco products.
  - d. Belligerent, aggressive, or argumentative behavior or speech.
  - e. Possession of any type of weapon.
  - f. Inappropriate sexual behavior, comments, or harassment.
5. Your family and/or friends cannot loiter on the premises of the Warren Justice Center, the Warren Juvenile Drug Court Office, or at the site of any treatment provider. If you family and/or friends are providing transportation, they shall drop you off, and then return to pick you up at the end of your event.
6. Your immediate family (i.e. the person exercising legal custodial control or the person with whom you are living) will be required to attend all court hearings and family counseling sessions.
7. You may only reside with the persons who have been approved by the Warren Juvenile Drug Court Staff or a presiding Warren Juvenile Drug Court Judge.
8. The Warren Juvenile Drug Court must first approve any carrying of a cellular phone and/or pager.
  - a. In certain circumstances the Warren Juvenile Drug Court Staff may restrict or prohibit the carrying and use of cellular telephones and/or pagers.
9. You shall, within twenty-four (24) hours notify the Warren Juvenile Drug Court Program Specialist, of any arrest or contact with law enforcement.
10. You shall, within twenty-four (24) hours notify the Warren Juvenile Drug Court Program Specialist of any pending court hearings or court financial obligations.
11. Any for of suspected child or adult abuse, neglect or dependency shall be immediately reported to the appropriate law enforcement agency and/or the Department for Health and Family Services.
12. You shall maintain socially appropriate behavior at all times while participating in the Warren Juvenile Drug Court.
13. You will be permitted, during court hearings, to show support and encouragement to fellow participants by applause, but only during appropriate times.
  - a. Your behavior is considered a sign of the progress, or lack thereof, you are making toward your recover.
14. You shall be assigned a daily curfew.
  - a. Any exceptions, including employment commitments, to your specified curfew must have the prior approval of the Warren Juvenile Drug Court Program Specialist.
15. Any violation of the Warren Juvenile Drug Court rules and regulations will result in immediate sanctions.
  - a. These sanctions may include, but are not limited to, increasing individual and/or group treatment session requirements, additional written assignments, increase in community service hours, issuance of a summons to appear for a court hearing, placement in secure detention, termination from the program, or any other reasonable sanction designed to help you and your family.
  - b.

**Incentives and Sanctions.** Incentives and sanctions are used in Drug Court programs to achieve various goals. Incentives aim to provide not only tangible rewards (such as movie tickets, gift cards, etc.) but also intangible rewards (such as applause from the treatment team or a handshake from the Judge) to let the participants know they are making progress towards their success. Sanctions, on the other hand, provide constant reminders to the juveniles that there are consequences for their actions.

**Incentives.** The Warren County Juvenile Drug Court provides incentives to participants who are showing success in their program. Intangible rewards utilized by this program include applause from the treatment team, juveniles, and family members, telephone calls from the Judge, and handshakes from the Judge when they are progressing well. At this time, the evaluator has no information regarding the tangible incentives provided to participants.

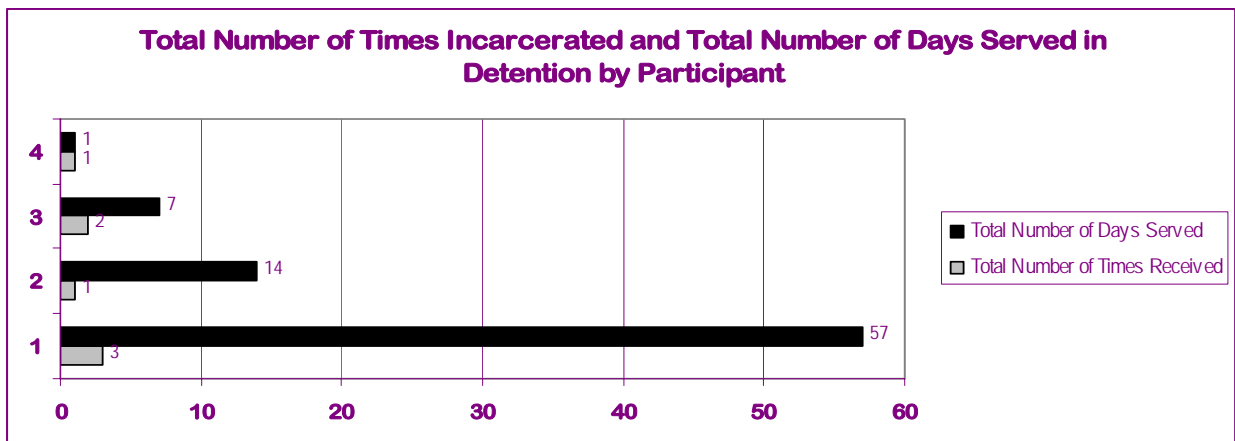
**Sanctions.** The Warren County Juvenile Drug Court team recognizes the fact that juveniles differ greatly from adults in their thinking and motivational processes. The team attempts to tailor the sanctions to not only fit the infraction, but the individual as well by taking into consideration the circumstances surrounding the infraction, who the youth's parents are and what their involvement is in the process, and whether the infraction is a legal offense or a programmatic offense. The team believes that there are fundamental differences between a legal infractions (such as using drugs or committing a new offense) and programmatic infractions (such as missing a group session or not completing a homework assignment). The team feels that legal infractions must be dealt with immediately and firmly; and programmatic offenses must be more therapeutic in nature. The Judge tells the juveniles that there are no standard sanctions in juvenile drug court—the sanctions are tailored to each individual. The team feels that using a fixed sanction algorithm gives juveniles tools to conduct hedonistic calculus; that is,



weighing the rewards against the punishment. If a juvenile knows he is only going to get community service for his first infraction, that may not be enough of a deterrent to keep him from committing that infraction. However, if the juvenile is not sure what his sanction will be, then the fear of the unknown will make him/her think hard about the consequences of their behavior. However, the Warren County Juvenile Drug Court does try to use a graduated sanction system. As phase level, infraction, and length of exposure to the program increases, they do try to impose harsher sanctions. The team does impose one strict sanction no matter what the circumstances: detention is used for dirty urine screens—no question. However, the length of the detention is determined on an individual basis.

According to the Warren County Juvenile Drug Court participant files, four of their six participants have received detention as a sanction. The chart below shows that one participant was sanctioned to detention 3 times for a total of 57 days, one participant was sanctioned to detention one time for a total of 14 days, one participant was sanctioned to detention two times for a total of seven days, and one participant was sanctioned to detention one time for a total of one day.

**Figure 8: Detention as a Sanction**



According to the monthly statistics provided by the Coordinator to AOC, several different sanctions have been handed down to juveniles who violate various aspects of program rules. One participant was given community service as a sanction, and two other participants were given “other” sanctions (such as a fine, journal assignment, or restricted curfew).

**Termination.** When a participant is repeatedly noncompliant with program rules, they may be terminated from the Juvenile Drug Court program. Upon termination from the program, the participant returns to juvenile court for further disposition and is committed to the Division of Juvenile Justice. Since their funding in July of 2003, the Warren County Juvenile Drug Court program has terminated one participant for noncompliance with the rules of the Juvenile Drug Court program. This participant was enrolled in the Warren County Juvenile Drug Court program for a total of 14 days.

**Strategy #16. Confidentiality – Establish a confidentiality policy and procedure that guard the privacy of youth while allowing the drug court team to access key information.**

The Warren County Juvenile Drug has designed policies and procedures to protect each participant and their family members while in the Juvenile Drug Court program. One way in which the Juvenile Drug Court protects their participants and their families is by having them sign releases of information at intake which authorizes them to access their criminal records, school records, and any other pertinent information necessary for their treatment. The authorization states that only information that is pertinent to their program needs will be collected and this information will only be shared with persons involved in their treatment. Additionally, court sessions and staffing meetings are closed to the public in order to ensure the confidentiality of the participants and family members.

## SUMMARY AND CONCLUSIONS

The Warren County Juvenile Drug Court is striving to develop a program that adheres to the 16 Key Strategies set forth by the Bureau of Justice Assistance. The program provides recovery-oriented services and intensive supervision to non-violent juvenile offenders with drug abuse problems. While the program only has a small number of active clients, the program has succeeded in gaining community-wide support for their Juvenile Drug Court program. Their planning team consists of representatives from criminal justice agencies, educational entities, treatment providers, social service agencies, and various local businesses. The program suffered some minor set-backs in the beginning of their program. Initially, the program planned on accepting status offenders; however, due to funding requirements, status offenders cannot be accepted into Juvenile Drug Court. Secondly, the program was set up to have two Judge's serving in the program; however, one of the Judge's retired thereby reducing the team down to one Judge. Despite the setbacks, the Warren County Juvenile Drug Court program continues develop into a program dedicated to provide drug abuse treatment services as well as intensive supervision to juvenile offenders and their families.

**Strengths.** The Warren County Juvenile Drug Court is continuing to establish itself as an effective program for juveniles in Warren County. One great success of the program is the large network of community support they have established. The program has garnered support from the criminal justice system, local treatment providers, the educational system, local businesses, and the community at large. The program has also found success with local employers that are willing not only to hire juveniles involved in the Juvenile Drug Court program, but who are also willing to provide them with flexible schedules to meet the requirements of their participation. The program has also successfully overcome initial barriers

which delayed the start of their program, including the types of persons they can accept into the program and the retirement of one of the Judge's.

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

- 1) Continue operation of Juvenile Drug Court in accordance with the 16 Key Strategies.
- 2) Continue to develop strategies to increase the number of referrals made to the Juvenile Drug Court program.
- 3) Continue to develop strategies to increase the number of participants in the Juvenile Drug Court program.
- 4) Pursue transportation opportunities for Juvenile Drug Court participants to facilitate participant travel to Juvenile Drug Court-related appointments.
- 5) Establish a systematic method of recording sanctions and rewards for quantitative measuring.
- 6) Continue to cultivate and enhance community networks supportive of the Juvenile Drug Court program in Warren County.
- 7) Continue to work with local news media to raise awareness and knowledge in the community regarding the Juvenile Drug Court program.
- 8) Continue to develop strategies to enhance the involvement of families in the Juvenile Drug Court program.
- 9) Pursue opportunities to explore gender appropriate services for when those needs may arise.
- 10) Pursue opportunities to enhance cultural competencies among treatment team members.

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# Warren County Juvenile Drug Court Implementation Evaluation