

Clackamas County Juvenile Drug Court Enhancement: Process, Outcome/Impact and Cost Evaluation

FINAL REPORT



Submitted to:

**Clackamas County Juvenile Drug Court
and the Bureau of Justice Assistance**

Submitted by:

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*Research designed to promote effective decision-making by policymakers
at the national, state and community levels*

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EXECUTIVE SUMMARY

Drug courts are one of the fastest growing programs designed to reduce drug abuse in non-violent offenders in the United States. The first drug court was implemented in Florida in 1989. As of 2005, there were more than 1,200 drug courts operating in all 50 states, the District of Columbia, Puerto Rico, and Guam (OJP Drug Court Clearinghouse, 2003). This model has also translated into other areas of criminal justice including mental health court programs, domestic violence court programs, and juvenile drug court programs.



Drug courts use the coercive authority of the criminal justice system to offer treatment to non-violent addicts in lieu of incarceration. This model of linking the resources of the criminal justice system and substance treatment programs has proven to be effective for increasing treatment participation and decreasing criminal recidivism.

Clackamas County is part of the metropolitan, tri-county area surrounding the city of Portland, Oregon. During a 3-year period in the mid-1990s, the Clackamas County Sheriff reported a 38% increase in drug-related cases. According to Clackamas County Juvenile Department statistics, 80% of all youths on their caseloads are active substance abusers. These statistics led the county to begin planning a juvenile drug court.

In September 2001, Clackamas County received a drug court implementation grant from the Drug Court Program's Office (a part of the U.S. Department of Justice at that time) and in November of that year, the Clackamas County Juvenile Drug Court (CCJDC) began operations. The implementation grant provided funds for evaluation and NPC Research was hired to perform a process and outcome study of the CCJDC. The process evaluation was completed in July 2003 (Carey, Weller and Roth, 2003) and the outcome evaluation was completed in January 2004 (Carey, 2004).¹ Both evaluations were very positive. The process evaluation showed that the CCJDC program was implementing the ten key components of drug courts (NADCP, 1997) in an exemplary fashion. The outcome evaluation revealed that the juvenile drug court participants decreased their drug use substantially over their time in the program and had lower recidivism than similar juveniles who did not attend the Drug Court program.

In October 2003, the CCJDC received a drug court enhancement grant from the Bureau of Justice Assistance (BJA) to implement additional services with the goals of 1) increasing family support resources and enhancing family treatment and 2) strengthening participant links to sustainable community resources. The CCJDC again contracted with NPC Research to perform process and outcome evaluations of the CCJDC enhancements. In addition, the CCJDC requested that NPC perform a cost evaluation of the CCJDC. Following is a summary of the results of this most recent evaluation.

¹ The final 2003 process report, "Clackamas County Juvenile Drug Court Process Evaluation: Final Report," and the final 2004 outcome report, "Clackamas County Juvenile Drug Court Outcome Evaluation: Final Report," are posted at www.npcresearch.com.

Process Results

Overall, the CCJDC implementation of their enhancements has been a resounding success. In spite of unexpected staff leaves-of-absence and staff turnover, the CCJDC program implemented the enhancements to the program as intended. The CCJDC Team and the participants and their families had a positive response to the new services. The families had many positive things to say about the Drug Court Team. The successes reached further than just the CCJDC program itself. The benefits of the Community Resource Liaison position were so strong that the Clackamas County Juvenile Department decided to continue to fund the position full-time after the enhancement grant funds ran out.

“The Team is there 24/7. You can call anyone at any time. If you don’t know how to handle a situation, they are there for advice.”

Recommendation: Due to the CCJDC program remaining below its intended capacity, the main recommendation that grew out of this process evaluation was that the Drug Court Team should continue to look for ways to augment enrollment in the program. This augmentation has already begun in that the Community Liaison position on the Drug Court Team is also a part-time position at the Clackamas Juvenile Department, so the Drug Court Program is a much more salient option for the Juvenile Department staff than in the past. An increase in participant numbers would provide an economy of scale in terms of drug court program costs. In addition, the CCJDC program is already having a positive effect on participant outcomes so increasing the numbers of juvenile offenders that receive CCJDC services can lead to an even larger benefit to the criminal justice system and society.

Outcome Evaluation Results

Drug Court participants were matched with a similar group of high-risk juvenile offenders who were eligible for the Drug Court program but were not referred and therefore received traditional Clackamas County Juvenile Department processing. Drug Court participants were measured against the comparison group on re-referrals and adult re-arrests.

Figure 1. Average Number of Re-Arrests Over 24 months

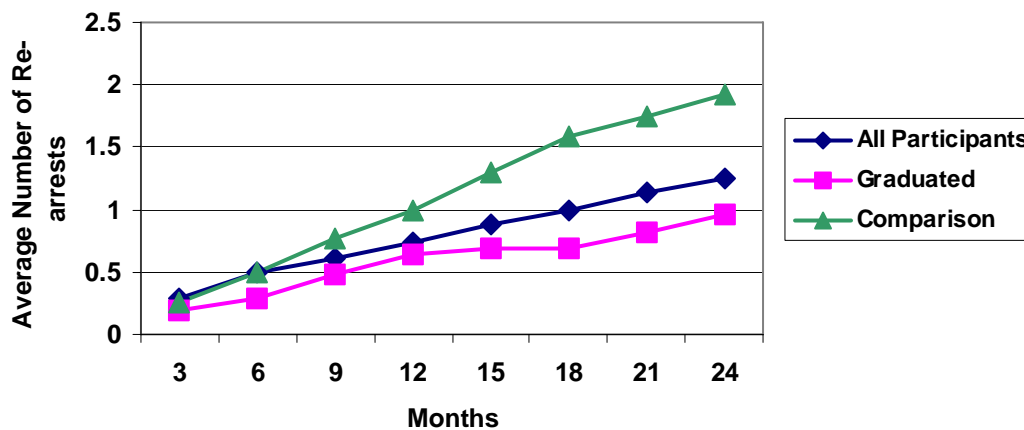
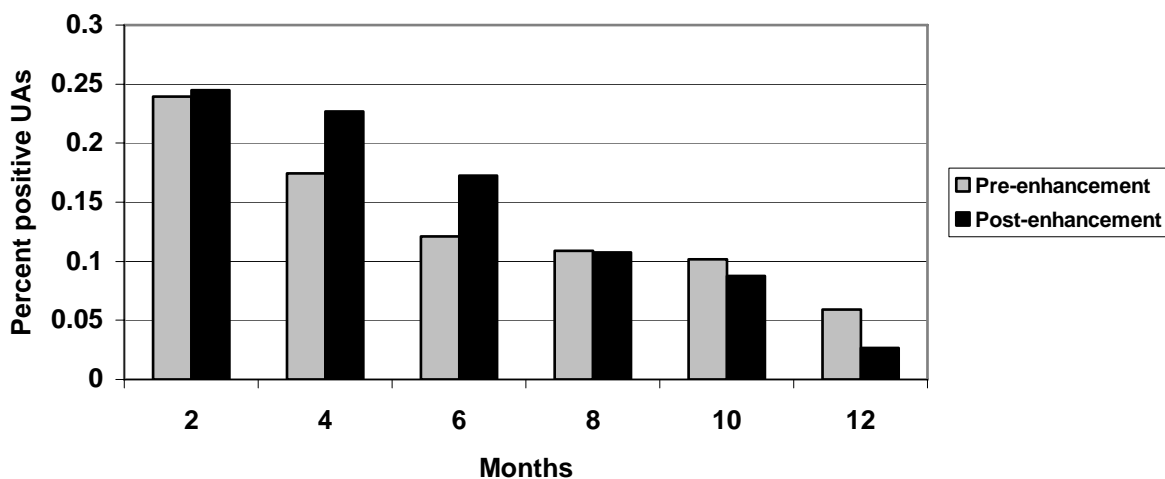


Figure 1 shows the average number of re-referrals² and adult arrests for 24 months after entering the Drug Court program for CCJDC graduates, all participants and the comparison group. Although the number of re-referrals and re-arrests is similar in the first 3 months after Drug Court entry, by 9 months from program entry the Drug Court participants (regardless of whether they graduated) show lower recidivism. By 15 months from program entry the difference between Drug Court participants and the comparison group is significant. At 24 months the comparison group shows 63% more re-arrests than those who participated in the Drug Court program whether or not they graduated.

**Re-arrest rate in the 2 years
after drug court entry:**
29% graduates
44% all participants
82% comparison group

In addition, one of the key CCJDC program goals is to reduce substance abuse in their participants. To test whether the program was approaching its goal, the percentage of positive drug tests (urinalyses – UAs) was calculated in 2-month blocks over 12 months in the program. Figure 2 shows a clear decrease in the percentage of positive UAs over time in the program both for youth who participated in the program before the enhancements were implemented and afterward.

Figure 2. Percent of Positive UAs



Interestingly, post-enhancement participants started out with a higher percentage of positive UAs (indicating more extensive drug use in that population) but by the end of the year in the program show a lower percentage of positive UAs compared to pre-enhancement participants. This suggests that the program enhancements are effective in reducing drug use, even among a population of more challenging youth.

A primary goal of the enhancement was to increase the types, frequency, and accessibility of family support programs. By increasing family support programs, the CCJDC sought to improve overall family functioning, particularly in the areas of problem solving and communication.

² Re-referrals are defined as incidents of juvenile criminal behavior officially reported to the court and recorded in the Juvenile Justice Information System (JJIS).

To determine whether enhanced family services improved family functioning, a survey was developed based on existing family functioning measures. The original evaluation plan was to give the survey to participants and their families at program entry, when participants entered Phase III, and at program completion. However, due to the limited time between the implementation of enhancements and the data collection for this evaluation as well as the small number of post-enhancement participants, few participants or their family members took the survey at all and even fewer took it at more than one time point. Therefore, it was not possible to obtain significant results and it was necessary to look at this data in a more qualitative fashion to discuss possible trends.

The evaluation team targeted three general categories of family functioning on which to focus, based on the express goals of the CCJDC enhancement and the particular developmental needs of adolescents and their parents. The three categories were (1) communication (2) problem solving and (3) family rules/expectations. In all three categories, the families that took the survey at more than one time point (n=9) showed clear improvement in communication and problem solving from time point 1 to point 2. In the category of family rules and expectations, results showed that although parents felt that their rules and expectations had become clearer over time, the youth did not agree. This is not surprising and is often true in families outside of the juvenile justice system. All results from this study regarding family functioning should be taken with caution due to the very small sample size. The collection of family functioning data on more families must occur for future evaluation to be able to verify these results.

Taken as a whole, the outcome results show that the CCJDC program is successful in reducing criminal activity and substance use. Despite the small number of post-enhancement participants, the data suggests that the enhancement services have impacted Drug Court participants and their families in a very positive way.

Cost Evaluation Results

A Transactional and Institutional Cost Analysis (TICA) approach, developed by NPC Research, was used to calculate the costs of each of the transactions that occurred while participants were engaged in the program. Transactions are those points within a system where resources are consumed and/or change hands. In the case of juvenile drug courts, when a participant appears in court or has a drug test, resources such as judge time, defense attorney time, court facilities, and urine cups are used. The costs for this study were calculated including taxpayer costs only. All cost results provided in this report are based on fiscal year 2005-2006 dollars.

Results showed that the cost of the program per day was less than most other referral options commonly used by the Clackamas County Juvenile Department for high-risk youth. Table 1 demonstrates these results.

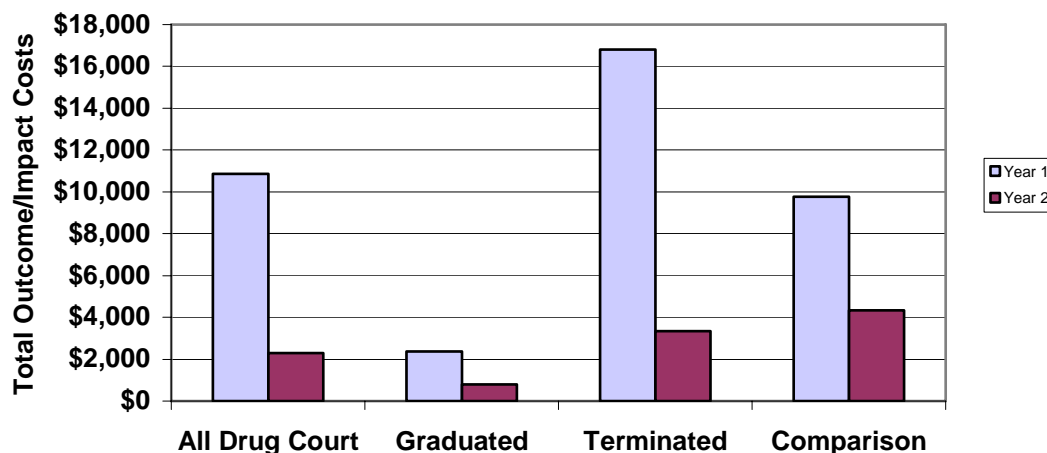
Table 1. Per Day Costs of Placement Options for High-Risk Youth

Placement Options	Cost Per Day
CCJDC Program	\$66.26
Residential Treatment	\$134.19
Shelter Care	\$115.57
Detention	\$183.65
Youth Correctional Facility	\$171.00
Adult Jail	\$96.77

Outcome transactions were defined as any juvenile justice related transaction that occurred after entry into the CCJDC program but was not related to the program itself. The outcome transactions that were assigned costs included re-referrals and adult arrests, detention time, time in a youth correctional facility, subsequent court cases, foster care, and adult jail time.

In the 2 years after Drug Court entry, CCJDC participants cost the taxpayers **\$961 less** per participant than similar individuals who did not attend the Drug Court program. This represents an overall benefit to the taxpayer due to the investment in the CCJDC program. Those who terminated unsuccessfully from CCJDC program cost the taxpayer **\$6,037 more** than those in the comparison group due entirely to a greater number of days in detention and jail. Conversely, CCJDC graduates cost the taxpayers **\$10,958 less** per participant than the comparison group.

Figure 3 provides a break down of outcome costs per youth between the first year and the second year after Drug Court entry. This figure shows that the terminated participants cost the taxpayer less than the comparison group members in the second year after program entry. However, it also shows that the largest amount of resources is spent on terminated participants in the first year. A deeper examination of these costs revealed that the majority of this cost in the first year is due to detention.

Figure 3. Total Outcome Costs Averaged per Participant 2 Years Post Drug Court

Recommendation: Although the amount of time on detention due to sanctions was not tracked by the CCJDC program, it is likely that most of this detention time was served in the first year as part of CCJDC program sanctions. Although the CCJDC is creative in the type of sanctions used in the program, in light of the high cost (and apparent high use) of detention, it is recommended that the CCJDC Team brainstorm further on some other types of sanctions to use in place of detention whenever possible. This is currently beginning to occur much more often as the Team takes advantage of the increasing number of community service options provided by the Community Liaison Team member.

Promising Practice: The addition of the Community Liaison member to the Team and the increased use of a variety of community service options in the drug court process is a practice that appears exceptionally promising. The cost of detention as a sanction is prohibitive while community service costs little or nothing. The Community Liaison’s relationship with community service organizations allows for regular, pre-arranged community service openings and better supervision during community service hours. The presence of the Community Liaison at Drug Court Team meetings and in Court Sessions reminds the Team of the availability of community services as an option and allows sanctioned youth to sign up for individually appropriate community service hours immediately at the time of the sanction.

Conclusion

As found in the process evaluation performed in 2003, and once again in 2006, the CCJDC program demonstrates the 10 key components of drug courts in an exemplary fashion. The program has a strong, well-coordinated and integrated Team that includes members from multiple agencies including the Court, Treatment, District Attorney, Defense Attorney and the Juvenile Department.



The outcome results showed that, overall, CCJDC participants were re-referred/re-arrested less often than a comparison group of similar youth who did not enter the program and that CCJDC participants reduced their drug use over time in the program.

The average cost for the CCJDC program in Clackamas County was \$23,656 per participant. Outcome costs were less for Drug Court participants than for the comparison group. Taxpayer savings due to positive outcomes for Drug Court graduates were **\$10,958 per participant** and, in spite of large costs for detention for terminated participants, savings due positive outcome for all participants, regardless of program completion status, were **almost \$1000 per participant**.

In general, the CCJDC program appears to be an extremely cost effective approach to treating high-risk youth involved in the juvenile justice system.

INTRODUCTION

Background

Over the past decade in the United States there has been a trend toward changing criminal justice policy to guide non-violent drug offenders into treatment rather than incarceration. One of the major efforts to accomplish this shift has been through the steady implementation of drug court programs. Drug courts use the coercive authority of the criminal justice system to offer treatment to nonviolent addicts in lieu of incarceration. This model of linking the resources of the criminal justice system and substance treatment programs has proven to be effective for increasing treatment participation and decreasing criminal recidivism.



In a typical drug court program, participants are closely supervised by a judge who is supported by a team of agency representatives that operate outside of their traditional roles including addiction treatment providers, district attorneys, public defenders, law enforcement officers and parole and probation officers who work together to provide needed services to drug court participants. Generally, there is a high level of supervision and a standardized treatment program for all the participants within a particular court (including phases that each participant must pass through by meeting certain goals). Supervision and treatment may also include regular and frequent drug testing.

The first drug court was implemented in Florida in 1989. As of 2005, there were more than 1,200 drug courts operating in all 50 states, the District of Columbia, Puerto Rico, and Guam (OJP Drug Court Clearinghouse, 2003). This model has also translated into other areas of criminal justice including mental health court programs, domestic violence court programs, and juvenile drug court programs.

Drug courts have been shown to be effective in reducing recidivism (GAO, 2005) and in reducing taxpayer costs due to positive outcomes for drug court participants (Carey and Finigan, 2003; Carey et al., 2005). Some drug courts have even been shown to cost less to operate than processing offenders through business-as-usual (Carey and Finigan, 2003; Carey et al., 2005).

Given the documented successes of drug courts and their rapid expansion across the country, there has been interest in standardizing the drug court model. The National Association of Drug Court Professionals led this effort in their groundbreaking publication, *Defining Drug Courts: The Key Components* (NADCP, 1997). In this work, they prescribe ten operational characteristics that all drug courts should share as benchmarks for performance. These include practices such as drug testing, judicial interaction with participants, and the integration of alcohol and other drug treatment services with justice system case processing. These ten key components for drug courts can be used as benchmarks and guides for evaluation in determining how well the program has implemented the drug court model as described by NADCP. Although juveniles may have issues that are different from adults, overall these ten components apply to the drug court model in both the juvenile and adult context.

Clackamas County, Oregon

Clackamas County is part of the metropolitan, tri-county area surrounding the city of Portland, Oregon. It continues to be one of the fastest growing counties in Oregon. The Clackamas County Circuit Court is the second busiest court in the state and it has supported a growing caseload in recent years. The Clackamas County Sheriff estimates that 70% of all those arrested in the county are abusing alcohol and/or drugs at the time of the arrest. During a 3-year period in the mid-1990s, the sheriff reported a 38% increase in drug-related cases. According to Clackamas County Juvenile Department statistics, 80% of all youths on their caseloads are active substance abusers. These statistics led the county to begin planning a juvenile drug court. In January 2001, the Drug Court Programs Office (DCPO) awarded Clackamas County a drug court planning grant.

In November 2001, the Clackamas County Juvenile Drug Court (CCJDC) began operations. Prior to opening, the county had drug court planning staff attend drug court sessions in other counties and attend workshops on drug court evaluation in order to prepare for future studies. Arrangements were also made to collect client data in a drug court database, the Oregon Treatment Court Management System (OTCMS), which is used in several counties in Oregon. In September 2001, Clackamas County received a drug court implementation grant from the DCPO. This grant provided funds for evaluation and NPC Research was hired to perform a process and outcome study of the CCJDC. The process evaluation was completed in July 2003 (Carey, Weller and Roth, 2003) and the outcome evaluation was completed in January 2004 (Carey, 2004).³ Both evaluations were very positive. The process evaluation showed that the CCJDC program was implementing the ten key components of drug court (NADCP, 1997) in an exemplary fashion. The outcome evaluation showed that the juvenile drug court participants had lower recidivism than similar juveniles who did not attend the drug court program.

The Clackamas County Juvenile Drug Court program goals are to reduce criminal recidivism, reduce substance abuse, increase a clients' success in obtaining personal goals, and increase the ability of the family to be effective problem solvers. The CCJDC Team is proactive, provides concerted service delivery, and has identified, through comprehensive evaluation, that the family component of the program is its greatest resource. In October 2003, the CCJDC received a drug court enhancement grant from the Bureau of Justice Assistance (BJA) to implement additional services with the goals of 1) increasing family support resources and enhancing family treatment and 2) strengthening participant links to sustainable community resources. The CCJDC again contracted with NPC Research to perform process and outcome evaluations of the CCJDC enhancements. In addition, the CCJDC requested that NPC perform a cost evaluation of the CCJDC.

³ The final 2003 process report, "Clackamas County Juvenile Drug Court Process Evaluation: Final Report," and the final 2004 outcome report, "Clackamas County Juvenile Drug Court Outcome Evaluation: Final Report," are posted at www.npcresearch.com.

METHODOLOGY

Process Evaluation Methodology

RESEARCH STRATEGY

NPC Research begins a program evaluation by gaining an understanding of the environmental context. This includes the organizational structure of the drug court itself, the organization of the agencies that interact through drug court, and the organization of the county. For the Clackamas County Juvenile Drug Court, this information was collected in the original process evaluation through site visits, phone calls to the agencies involved, and from interviews, focus groups, and documents shared during site visits. Further information on how the environment has changed with the addition of the enhancements was collected in the same manner.



The process evaluation of the Clackamas County Juvenile Drug Court Enhancement Project was a relatively small part of the overall evaluation, as a detailed process evaluation was completed near the end of 2003. Using the specific goals of the CCJDC Enhancement Project and the 10 Key Drug Court Components⁴ as a framework, the current process evaluation was designed to assess how the program process has changed since the time of the previous evaluation, whether and to what extent the enhancements had been implemented as intended, and whether the CCJDC has achieved its intended enhancement objectives. Particular attention was given to those key components that relate to the CCJDC's enhancements. Table 1 outlines the evaluation goals for each of the Key Components along with the research questions and methodologies.

⁴ In March 2003 the United States Department of Justice Bureau of Justice Assistance (BJA) published a set of 16 "strategies" similar to the 10 key drug court components but specific to juvenile drug courts. At the time the 16 strategies were published NPC's original process evaluation for the CCJDC had already been completed and the evaluation plan for the current study had already been proposed (both using the 10 key drug court components as a guide). Further, the 10 key components are contained within the 16 strategies. For these reasons NPC decided to continue to use the 10 key components for this evaluation. However, future work in juvenile drug courts should include research and evaluation questions related more specifically to these 16 strategies and more specific to the juvenile population served by these drug courts.

Table 1. Key Components and the Evaluation Goals

Key Component	Evaluation Goals	Research Questions	Methods
<p>1. Drug courts integrate alcohol and other drug treatment services with justice system case processing.</p>	<ul style="list-style-type: none"> • Measure the degree of integration of enhancement services between the court, treatment providers, corrections, and other partners. • Describe the program goals and objectives of the various agencies, as they relate to the drug court program enhancements. 	<ul style="list-style-type: none"> • Have the Enhancement services been integrated into the drug court team process? 	<ul style="list-style-type: none"> • Key stakeholder interviews • Observation of court sessions and drug court team meetings • Document review
<p>2. Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants' due process rights.</p>	<ul style="list-style-type: none"> • Assess the whether the role of the prosecutor and defense attorney have changed with the addition of the enhancements. 	<ul style="list-style-type: none"> • Do the defense attorney and the district attorney's office feel that the mission of each has been affected by the addition of the enhancements? 	<ul style="list-style-type: none"> • Key stakeholder interviews with district attorneys and defense attorneys • Comparison of results to previous process evaluation

Key Component	Evaluation Goals	Research Questions	Methods
3. Eligible participants are identified early and promptly placed in the drug court program.	<ul style="list-style-type: none"> Describe the case referral process and observe its operation. Examine the sample of participants to determine whether they fit the current eligibility criteria and whether they match the description of the intended target population. 	<ul style="list-style-type: none"> Have the eligibility requirements and/or process changed since the last process evaluation and with the addition of the enhancements? Are the eligibility requirements being implemented successfully? Is the intended target population being served? 	<ul style="list-style-type: none"> Key stakeholder interviews Data analysis OTCMS Comparison of results to previous process evaluation
4. Drug courts provide a continuum of alcohol, drug, and other related treatment and rehabilitation services.	<ul style="list-style-type: none"> The evaluation will measure the continuum of services, particularly enhancement services, provided by the program. 	<ul style="list-style-type: none"> Has the team implemented the enhancements as intended and within the intended time frame? 	<ul style="list-style-type: none"> Key stakeholder interviews Data analysis OTCMS⁵ and from existing program records
5. Abstinence is monitored by frequent alcohol and other drug testing.	<ul style="list-style-type: none"> Examine the drug testing process, and the types of tests given for any changes in the process since the previous evaluation. 	<ul style="list-style-type: none"> Has the drug testing process changed since the previous evaluation? (Do clients feel it is a more random process? Has the addition of the enhancements changed how clients feel about drug testing?) 	<ul style="list-style-type: none"> Key stakeholder interviews Participant and family focus groups Comparison of results to previous process evaluation

⁵ The Clackamas Juvenile Drug Court added additional variables into the OTCMS to track the new enhancement services.

Key Component	Evaluation Goals	Research Questions	Methods
<p>6. A coordinated strategy governs drug court responses to participants' compliance.</p>	<ul style="list-style-type: none"> • Measure the different types of responses (sanctions and rewards), and describe how responses have changed since the addition of the enhancements. 	<ul style="list-style-type: none"> • Has the sanction and reward system changed since the addition of the enhancements? Have the responses of the Team become more varied and more specific to a particular type of non-compliance? 	<ul style="list-style-type: none"> • Key stakeholder interviews • Observation of court sessions and team meetings • Participant focus groups • Comparison of results to previous process evaluation
<p>7. Ongoing judicial interaction with each drug court participant is essential.</p>	<ul style="list-style-type: none"> • Describe the frequency and nature of court interaction with clients and their families. 	<ul style="list-style-type: none"> • Has the nature and frequency of client (and family) interaction with the Judge changed since the addition of the enhancements? 	<ul style="list-style-type: none"> • Key stakeholder interviews • Participant focus groups to measure client satisfaction • Observation of court sessions • Comparison of results to previous process evaluation
<p>8. Monitoring and evaluation measure the achievement of program goals and gauge their effectiveness.</p>	<ul style="list-style-type: none"> • Assess whether process and outcome measures were a part of the program design and implementation. • Assess whether the program has met its stated goals and objectives related to enhancement implementation. 	<ul style="list-style-type: none"> • Is evaluation and monitoring integral to the program? 	<ul style="list-style-type: none"> • Key stakeholder interviews • Document review

Key Component	Evaluation Goals	Research Questions	Methods
<p>9. Continuing interdisciplinary education promotes effective drug court planning, implementation, and operations.</p>	<ul style="list-style-type: none"> Describe the extent of training received by various team members with regard to enhancement goals and services, and how this education has impacted the program operations. 	<ul style="list-style-type: none"> Is this program continuing to advance its training and knowledge? 	<ul style="list-style-type: none"> Key stakeholder interviews Document review Comparison of results to previous process evaluation
<p>10. Forging partnerships among drug courts, public agencies, and community-based organizations generates local support and enhances drug court effectiveness.</p>	<ul style="list-style-type: none"> Describe the relationships between various key agencies before and after enhancement implementation. The effectiveness of these partnerships will be evaluated as well as barriers and challenges that persist. 	<ul style="list-style-type: none"> Has the CCJDC developed additional partnerships across the community due to the implementation of the enhancements? 	<ul style="list-style-type: none"> Key stakeholder interviews Comparison of results to previous process evaluation

SITE VISITS

The evaluation team traveled approximately bimonthly to the CCJDC to observe and sometimes participate in team meetings and to meet with key personnel at each of the agencies involved. Contact with the Drug Court was also maintained through email and phone calls. Those considered key personnel are those knowledgeable about drug court processes or program clients, and those knowledgeable about the database(s) at these agencies. At the CCJDC this includes the drug court judge, the drug court coordinator, the defense attorney(s) and deputy district attorney(s) involved in drug court, the community resource liaison, parents acting as co-facilitators, and personnel from probation, the police department, the treatment provider, and the court. Site visits also provide an opportunity to observe drug court sessions. These observations gave the evaluation team first-hand knowledge of the structure, procedures, and routines of the CCJDC enhancement implementation process.

KEY INFORMANT INTERVIEWS

As illustrated in Table 1, key informant interviews were a critical component of the enhancement process study. NPC Research interviewed the drug court coordinator, drug court judge, district attorney, defense attorney, treatment providers, probation and law enforcement representatives, the community resource liaison, and representatives from any other agencies involved in the Drug Court program and its enhancements. NPC Research, under a grant from the Administrative Office of the Courts of the State of California, designed a drug court typology interview guide to provide a consistent method for collecting structure and process information from drug courts. This guide was modified to address the CCJDC program and its enhancements. The information gathered through this guide helped the evaluation team focus on important and unique characteristics of the Clackamas County Juvenile Drug Court.

The topics for this typology interview guide were chosen from three main sources: the evaluation team's extensive experience with drug courts, the American University Drug Court Survey, and a paper by Longshore, et al. (2001), describing a conceptual framework for drug courts. The typology interview covers a large number of areas including specific drug court characteristics, structure, processes, and organization, with each topic contributing to an understanding of the overall drug court typology. The topics in the typology interview guide include eligibility guidelines, drug court program process (e.g., phases, treatment providers, urinalyses, fee structure, rewards/sanctions), graduation, aftercare, termination, non-drug court process, the drug court team and roles, and drug court demographics and other statistics.

The questions in the typology guide were asked during site visits and through multiple phone calls with the same individuals. This served three purposes: 1) It allowed us to spread the interview questions out over time, minimizing the length of the interview at any one point in time; 2) It provided us an opportunity to connect with key players throughout the duration of the project, maximizing our opportunities to obtain information; and 3) It allowed us to keep track of any changes that occurred in drug court process due to the implementation of the enhancements from the beginning of the project to the end.

FOCUS GROUPS

NPC Research conducted two focus groups at the Clackamas County Juvenile Drug Court. One focus group was conducted with Drug Court participants (both current participants and graduates) and one focus group with the families of those participants. Interviews were attempted with participants and families who were terminated or dropped out before graduating but the program was unable to

make contact with these individuals. There were 9 youth and 18 family members that participated in the focus groups. The youth focus group included 8 males and 1 female. All were current participants and there were representatives from each phase of the program. The family focus group included 12 females and 5 males. There were family representatives from every phase in the program and for graduates.

These focus groups and interviews gave participants an opportunity to express their perceptions and share their experiences of the drug court process and the changes due to the enhancements with the evaluation team. The results from these focus groups and interviews informed both the process and outcome evaluations.

DOCUMENT REVIEW

The evaluation team solicited documentation from the Drug Court program that furthered their understanding of the implementation of the enhancements and their effect on operations and practices. These documents included written program descriptions, the participant handbook, and the parent handbook.

ADMINISTRATIVE DATA ANALYSIS

A drug court program database, the Oregon Treatment Court Management System (OTCMS)⁶ was developed by the Oregon Judicial Department, State Justice Institute. The database allows drug courts to record information on client demographics, drug court hearings, drug testing, treatment providers, substance abuse and criminal history, case notes, outcomes, and follow-up information. While this database was used primarily for the outcome and cost evaluations, as described below, it also provided valuable data for the process evaluation. This database provided the evaluation team with information on the characteristics of clients served by the drug court, the types of treatment, the number and types of enhancement services, the monitoring and sanctioning processes, and the frequency of drug court hearings.

Outcome/Impact Evaluation Methodology

RESEARCH STRATEGY

NPC Research identified a sample of participants who entered Drug Court at the time of and after the enhancements had been implemented, along with a sample of individuals eligible for Drug Court but who received traditional court processing. These samples were added to the samples previously selected for the outcome evaluation prior to the implementation of the enhancements. All groups were examined through existing administrative databases for a period up to 24 months⁷ from the date of Drug Court entry (or, in the case of the comparison group, an equivalent date calculated to be comparable to the Drug Court participant entry date). The evaluation team utilized data sources on criminal activity and treatment utilization, described below, to determine whether there was a difference in re-arrests as well as other outcomes of interest between the Drug Court and comparison groups and within the Drug Court group. Other outcomes within the Drug Court participant group

⁶ The OTCMS was originally called the Oregon Drug Court Management System (ODCMS), the name was changed recently to reflect the treatment philosophy behind the drug court model and also to allow the system to encompass other treatment courts that are not necessarily drug courts.

⁷ A complete set of data covering 24 months from the initial hearing was not possible for all participants from the post-enhancement period because the enhancements were still being implemented during 2004, while the outcome evaluation data collection was completed in December 2005.

included changes in drug use, family functioning, risk and protective factors, and the ability to access community services.

OUTCOME STUDY QUESTIONS

The outcome evaluation was designed to address the following study questions:

1. Does participation in drug court reduce the number of re-arrests for those individuals compared to traditional court processing? Does participation in drug court with the addition of enhancements reduce the number of re-arrests compared to participation before the enhancements were implemented? These questions were measured by:
 - a. Comparison of all drug court participants (both before and after enhancements were implemented) to a group of juvenile offenders who went through traditional court processing.
 - b. Comparison of drug court participants after enhancement implementation to participants before enhancement implementation.
2. Does participation in drug court reduce levels of substance abuse? This was measured as follows:
 - a. By urinalysis results for program participants from the initial test through termination from the program.
 - b. By the number of re-arrests for drug-related crimes for both participant and comparison group.
3. Has participation in the drug court program enhancements improved family relationships and family functioning?
4. What participant characteristics predict successful outcomes (including graduation, reduced recidivism, improved family functioning, higher ability to access community services, reduced risk factors, and increased protective factors)? What are the commonalities of clients terminated from the program? How do those terminated from the program differ from those who have graduated?

DATA COLLECTION AND SOURCES

Administrative Data

The majority of the data necessary for the outcome evaluation were gathered from the administrative databases described in Table 2. NPC staff members have experience extracting data from these databases and adapted procedures developed in previous projects for data collection, management, and analysis. Once all data were gathered on the study participants, the data were compiled and cleaned and then moved into SPSS 11.0 for statistical analysis. The evaluation team is trained in a variety of univariate and multivariate statistical analyses using SPSS. These quantitative data were used to answer the study questions outlined above. However, because the sample sizes were small, the data for the outcome evaluation were also examined and reported in a more qualitative manner.

Questionnaires

A questionnaire on family functioning was developed based on established family functioning instruments (such as the FAM-III). It was modified to fit the specific goals of the CCJDC program enhancements. This questionnaire included items such as “It’s hard to tell what the rules are in our family” and “I can let my family know what is bothering me.” It was designed to be given to the par-

participants and their families at program entry, at the beginning of Phase 3 (if the participant is still active) and at drug court exit. The beginning of Phase 3 was chosen as a midway point for this questionnaire because the CCJDC Team believed that by this phase, families would have received enough services for some change to be occurring, if the services were effective. The overall results were examined and when possible, results at each time period were examined for changes over time.

DATA SOURCES

Oregon Treatment Court Management System (OTCMS)

As described above, this data system was developed by the Oregon Judicial Department, State Justice Institute. The database allows drug courts to record information on client demographics, drug court hearings, drug testing, treatment sessions, case notes, outcomes, and follow-up information. The OTCMS data was the primary source of drug court utilization data for the evaluation.

Oregon Judicial Information System (OJIN)

This is a case tracking system that stores Oregon State Court case information from multiple sources into a single database. Courthouses throughout the state are electronically tied together into a state-wide network. OJIN contains data regarding an individual's arrest charges, case status (i.e., whether it is in warrant status, probation violation status, or active), court dates, times, and locations, motions and orders filed; sentences, history of a case from when it was filed until disposition, attorney names, and some demographic information on the defendants. We have an OJIN terminal at NPC research and have trained staff to use it. OJIN data, along with JJIS, allowed the evaluation team to gather in-depth information on each sample participant's criminal history and criminal record since entering drug court. This database was used to obtain re-arrests for participants after they became adults and no longer had criminal justice activity recorded in the juvenile databases.

Juvenile Justice Information System (JJIS)

The Juvenile Justice Information System (JJIS) is a statewide integrated electronic information system designed, developed, and implemented to support a continuum of services and shared responsibility among all members of the juvenile justice community. In a collaborative partnership between the Oregon Youth Authority (OYA) and Oregon's county juvenile departments, JJIS is administered by the State of Oregon through OYA.

The JJIS system includes a wealth of information about youth in the juvenile justice system in Oregon, including criminal histories (allegations, referrals, ORS codes, severity codes, etc.), demographics, risk and protective factor assessment scores, conditions of probation, time served in detention, time spent in residential treatment and other residential facilities, services received, and decisions made about each allegation. NPC has used JJIS as a source of recidivism data for several other studies.

In addition, adult jail information was provided by the Sheriff's Department. A deputy at the jail looked up each youth individually and recorded the dates of entry and exit from the jail facility.

Table 2 summarizes the data elements necessary for the outcome evaluation, the source of those data elements, and any limitations or challenges surrounding the collection of the data.

Table 2. Clackamas County Juvenile Drug Court Evaluation Data Sources

Data Type	Source	Comments
Demographic Characteristics	OTCMS, JJIS, OJIN	
Urinalyses and other drug tests	OTCMS	
Family relationships and social functioning	Family functioning scale	<p>The therapists asked the participants and parents to fill out a family functioning scale at entry, during phase III and at exit and provided the completed forms to NPC.</p> <p>Unfortunately, many families that entered post-enhancements were not in the program long enough to complete the form more than twice. Most only completed the initial survey.</p>
Family participation in the CCJDC program (number of parent education classes attended, number of family sessions attended, number of volunteer activities, etc.)	OTCMS	
Relationship between families' participation and clients' progression through treatment phases	OTCMS, family functioning scale, focus groups	
Drug Use	OTCMS	
Criminal Justice History	OJIN and JJIS	<p>OJIN and JJIS contain arrest and detention history and court information for juveniles and adults. This is important for outcomes, as some of the juvenile drug court participants were 18 or older at the time of program exit.</p>
Jail Time Served	County Jail Facility	<p>Jail Deputy looked up jail entry and exit dates for drug court and comparison group participants.</p>

Data Type	Source	Comments
Date of program admission and discharge	OTCMS	
Risk Score	JJIS	JJIS contains a risk assessment tool that provides a score for each juvenile on risk and protective factors in several domains such as family, school, peers, and community.

SAMPLE SELECTION

It was necessary to select a cohort of individuals who had participated in drug court and a cohort of individuals who had not for the comparison group.

The Drug Court Participant Group

Because the Clackamas County Juvenile Drug Court enhancements were in the process of being implemented during the course of the study, the number of post-enhancement participants was very small. For this reason, the drug court enhancement participant sample, or cohort, was the entire population of individuals who entered the drug court since the enhancement implementation with a cut-off at only 6 months before the end of data collection, so that any individuals included in the sample had at least 6 months since program entry to engage in program activities and to experience “outcomes” such as re-arrests. In order to achieve sufficient numbers for valid outcomes analyses and to be able to compare outcomes for pre and post enhancement participants, all participants who entered the program since the time of inception were also included in some analyses as appropriate.

The Comparison Group

Ideally, a comparison cohort is made up of offenders who are similar to those who have participated in drug court (e.g., similar demographics and criminal history), but have not participated in the Drug Court program. A group of this type was selected at the Clackamas County Juvenile Department by the following method.

Juvenile participants in the CCJDC are referred primarily from Juvenile Department Probation Counselors. Counselors are provided with the eligibility criteria for the Drug Court program, which is one option among several treatment and criminal justice system options available to juvenile offenders in this jurisdiction. Not all juveniles that are eligible for drug court are necessarily referred there. There are several reasons why counselors may choose not to send a youth to the Drug Court program, including a counselor’s preference for another type of treatment program. Some counselors feel that the Drug Court program is too intense and avoid sending juveniles to the program. NPC Research staff enlisted the aid of the Juvenile Department counselors to look through their files on juvenile offenders who were a part of their caseload during the time period of the Drug Court participant sample and, using the Drug Court criteria as it is currently defined, choose those that were eligible for drug court but who they did not refer. The counselors included their reasons for not referring to the Drug Court program. Using the reason for not referring as a guide, the comparison group was then chosen by evaluation staff from among these juvenile offenders and matched to the Drug

Court participants. For those youth chosen for the comparison group, the main reasons counselors did not refer included: 1) The counselor didn't think of it; 2) The counselor did not believe the family or participant would succeed;⁸ 3) The counselor had a different preferred method of treatment; 4) The youth/family had transportation issues and 5) The counselor believed the youth needed residential treatment. Since some drug court participants were also referred to residential treatment this last reason for not referring a youth to drug court was still deemed acceptable for a comparison group member. If a counselor indicated that the reason for not referring the youth was because the "family was inappropriate," that youth was not included in the comparison group. Once the group of possible comparison group members was selected, they were matched on several demographic and criminal history characteristics. The matching process and results are presented in the outcome results section of this report.

Cost Evaluation Methodology

COST EVALUATION DESIGN

Transaction and Institutional Cost Analysis

The cost approach utilized by NPC Research is called Transactional and Institutional Cost Analysis (TICA). The TICA approach views an individual's interaction with publicly funded agencies as a set of *transactions* in which the individual utilizes resources contributed from multiple agencies. Transactions are those points within a system where resources are consumed and/or change hands. In the case of drug courts, when a drug court participant appears in court or has a drug test, resources such as judge time, defense attorney time, court facilities, and urine cups are used. Court appearances and drug tests are transactions. In addition, the TICA approach recognizes that these transactions take place within multiple organizations and institutions that work together to create the program of interest. These organizations and institutions contribute to the cost of each transaction that occurs for program participants. TICA is an intuitively appropriate approach to conducting costs assessment in an environment such as a drug court, which involves complex interactions among multiple taxpayer-funded organizations.

Cost to the Taxpayer

In order to maximize the study's benefit to policy makers, a "cost-to-taxpayer" approach was used for this evaluation. This focus helps define which cost data should be collected (costs and avoided costs involving public funds) and which cost data should be omitted from the analyses (e.g., costs to the individual participating in the program).

The central core of the cost-to-taxpayer approach in calculating benefits (avoided costs) for drug court specifically is the fact that untreated substance abuse will cost various tax-dollar funded systems money that could be avoided or diminished if substance abuse were treated. In this approach, any cost that is the result of untreated substance abuse and that directly impacts a citizen (either through tax-related expenditures or the results of being a victim of a crime perpetrated by a substance abuser) is used in calculating the benefits of substance abuse treatment.

⁸ Since this decision was made without the assessment of the drug court team, a youth not referred for this reason was still considered an appropriate comparison group member.

Opportunity Resources

Finally, NPC's cost approach looks at publicly funded costs as "opportunity resources." The concept of opportunity *cost* from the economic literature suggests that system resources are available to be used in other contexts if they are not spent on a particular transaction. The term opportunity *resource* describes these resources that are now available for different use. For example, if substance abuse treatment reduces the number of times that a client is subsequently incarcerated, the local Sheriff may see no change in his or her budget, but an opportunity resource will be available to the Sheriff in the form of a jail bed that can now be filled by another person.

COST EVALUATION METHODS

The cost evaluation builds on the process and outcome evaluations performed on the Clackamas County Juvenile Drug Court. The costs to the criminal justice system (cost-to-taxpayer) in Clackamas County incurred by participants in Drug Court are compared with the costs incurred by those who were eligible for but did not enter Drug Court. In addition, the specific program costs are calculated separately in order to determine the per-participant costs of the Drug Court program to Clackamas County.

TICA Methodology

The TICA methodology is based upon six distinct steps. Table 3 lists each of these steps and the tasks involved.

Steps 1 through 3 were performed within the process evaluation. Step 4 was performed in the outcome/impact evaluation. Step 5 was performed through interviews with Drug Court and non-drug court staff and with agency finance officers. Step 6 involves calculating the cost of each transaction and multiplying this cost by the number of transactions. All the transactional costs for each individual are added to determine the overall cost per individual. This is generally reported as an average cost per individual including "investment" costs for the Drug Court program, and outcome/impact costs due to re-arrests, jail time and other recidivism costs. In addition, due to the nature of the TICA approach, it is also possible to calculate the cost for drug court processing for each agency.

The direct observation of the program process and the specific program transactions occurred within the process evaluation. The key informant interviews using the Typology Interview Guide were also performed during the process evaluation (see the Drug Court Typology Guide also on the NPC Web site) and during the cost evaluation. Much of the data collection (described above) was performed in the process of conducting the outcome evaluation. However, some additional transaction data (such as jail time served) were collected specifically for the cost evaluation as well as all the cost data. Cost data were collected through interviews with Drug Court staff and budgetary officers as well as from budgets either found online or provided from agency staff.

The specific transactions used in this cost evaluation were somewhat limited due to budget constraints. The costs to the criminal justice system outside of Drug Court program costs consist of those due to new juvenile criminal referrals, juvenile probation, residential treatment, foster care, juvenile detention, new court cases and court hearings due to new cases, adult arrests, bookings, and jail time served. Program costs include all program transactions including drug court sessions, case management, drug tests, group and individual treatment sessions, parent support groups, family therapy, and parent education classes.

Table 3. The Six Steps of TICA

	Description	Tasks
Step 1:	Determine flow/process (i.e., how clients move through the system)	<ul style="list-style-type: none"> • Site visits/direct observations of program practice • Interviews with key informants (agency and program staff) using a program typology and cost guide (See guide on www.npcresearch.com). This was performed during the process evaluation
Step 2:	Identify the transactions that occur within this flow (i.e., where clients interact with the system)	<ul style="list-style-type: none"> • Analysis of process information gained in Step 1
Step 3:	Identify the agencies involved in each transaction (e.g., court, treatment, police)	<ul style="list-style-type: none"> • Analysis of process information gained in Step 1 • Direct observation of program transactions (performed during process evaluation)
Step 4:	Determine the resources used by each agency for each transaction (e.g., amount of judge time per transaction, amount of attorney time per transaction, # of transactions)	<ul style="list-style-type: none"> • Interviews with program key informants using program typology and cost guide. • Direct observation of program transactions • Administrative data collection of # of transactions (e.g., # of court appearances, # of treatment sessions, # of drug tests). See Appendix A
Step 5:	Determine the cost of the resources used by each agency for each transaction	<ul style="list-style-type: none"> • Interviews with budget and finance officers • Document review of agency budgets and other financial paperwork
Step 6:	Calculate cost results (e.g., cost per transaction, total cost of the program per participant)	<ul style="list-style-type: none"> • Support and overhead costs (as a percentage of direct costs) are added to the direct costs of each transaction to determine the cost per transaction • The transaction cost is multiplied by the average number of transactions for program participants to determine the total average cost per transaction type • These total average costs per transaction type are added to determine the program and outcome costs. (These calculations are described in more detail below)

RESULTS

CCJDC Enhancement Process Evaluation Results

The results presented in this report include a description of the CCJDC's current operations and an evaluation of the Drug Court process in terms of the Ten Key Components. Focus group results are used to illustrate points and to inform the evaluation recommendations. Points of interest, issues, or successes experienced by the Drug Court are highlighted within the text as either "comments" or "observations." "**Comments**" contain information gathered directly from interviews with Drug Court staff or from participants or parents, while "**observations**"



contain information from evaluator observations of Drug Court processes. Recommendations are provided as appropriate to address issues or to suggest further improvements to the CCJDC program.

SUMMARY OF CCJDC PROGRAM AND ENHANCEMENTS

The CCJDC Team constantly works to improve and enhance the program. The enhancement grant allowed them to institute additional staff and services for the Drug Court participants and their families. Other than these enhancements, the CCJDC program process has remained essentially the same as that described in the 2003 process evaluation. Following is a summary description of the CCJDC program and a description of its enhancements. (For a more detailed description of the main CCJDC program process please see the original process evaluation final report entitled "Clackamas County Juvenile Drug Court Process Evaluation Final Report" at www.npcresearch.com).

Program Goals, Objectives, and Enhancements

The CCJDC adopted a new mission statement when implementing the enhancement. "The mission of the Clackamas County Juvenile Drug Court is to reduce drug and alcohol abuse and criminal activity by youth and to strengthen families, through the provision of intensive treatment, judicial supervision and community supports." This statement exemplifies the Team's main goals and their intention to assist both the juveniles and their families.

Overall, the CCJDC has three main goals: 1) Reduce recidivism; 2) Reduce drug and alcohol use; and 3) Increase family functioning. These goals are to be attained through changing client perceptions of drug use and changing family systems.

The enhancement objectives related to these goals were: to create an organized and sustainable network of parent peer support, increase client access to and utilization of family treatment, and improve mechanisms of incorporating parents in program development. The major enhancement activities performed by the CCJDC program included training parents as co-facilitators for the parent support group, creating a parent mentor program, providing training and support to parent volunteers, increasing available hours for family therapy, and providing additional collateral support to families in rural areas and with cultural and gender-specific needs.

In addition, the CCJDC hired a half-time community resource liaison. The other half of this position was paid for by the Clackamas County Juvenile Department in order to perform the same activities for juveniles who were not participating in drug court. The tasks and responsibilities intended for this position included forging partnerships with the faith-based community, providing youth advocacy and supervision in pro-social activities, and increasing relationships with educational and vocational training programs. The addition of the Community Resource Liaison addressed the enhancement goal of strengthening links to sustainable community resources. The Community Resource Liaison helped participants find meaningful community service opportunities and assisted participants in building relationships with their community.

The enhancement grant also provided the CCJDC with funding for additional time for the family therapist (moving from half-time to almost full-time on Drug Court — 37.5 hours per week). This helped to increase family support resources and enhance family treatment by giving the therapist more availability for family therapy sessions, more time to be involved in the intake assessment process, and time for the implementation of treatment review sessions. It also allowed the CCJDC to add services to the program, such as the family therapist performing in-home treatment sessions for participants and their families. This added service had several benefits, which included allowing the family to be more comfortable during the sessions, alleviating some of the families' transportation issues, and allowing the therapist see family situations firsthand.

Other enhancement services included more access to job training and education (including resume-building and more connection with the school liaison), more utilization of individual vocational counseling, and more services for parents, such as instituting a parent education course (which 90% of parents have attended voluntarily), and training the parents in group facilitation.

Comment: Although there is a strong parent support group, the general feeling is that it is still not well organized. The CCJDC staff are continuing to work with parents to assist this group in becoming more consistent and coherent.

Target population and capacity

The target population for the Clackamas County Juvenile Drug Court is 14-17 year old males and females who are arrested for criminal offenses, excluding violent (person felony) crimes. Although the original grant called for youths to be eligible up to age 18, this was changed because 18 year olds are not eligible for many of the services available to those under 18. Juveniles are referred to Drug Court through the Juvenile Department, their attorney, or by the Judge. Youths entering the program are required to make an admission to either a new charge or a probation violation. Youths are not required to have a drug-related charge to enter the program.

The total number of intended participants, as stated in the original implementation grant proposal, was estimated as 140, including participating family members. Forty-three youth were to be served by the program over the 2-year period with a capacity of 25 active youth. This number was expected to increase with the enhancement. However, although referrals to the CCJDC have increased recently and the Drug Court Team's ability to handle capacity has increased, the Drug Court has still never been at the capacity of 25 kids, mostly due to staff turnover and other staff changes. The Team is continuing to work toward increasing referrals. This will be discussed further in the process evaluation results.

Eligibility criteria

The eligibility criteria changed after implementation of the enhancements. There is now more emphasis on suitability, probability of success, and compatibility. The Drug Court Team came up with 6 “appropriateness of fit” items that are used in determining eligibility. The Drug Court Team also now looks more at the resources that families come into the program with (e.g., what family or parental participation is required for a participant to be successful? Is there someone that the youth can use as an asset? What is the family makeup and are they willing to do the program?).

If the youth enters the Drug Court program on an existing charge, then that charge is dismissed upon successful completion of Drug Court. If the youth comes into Drug Court on a probation violation, the probation violation is dismissed upon successful completion of Drug Court, but the initial charge is not dismissed.

Phases

There are four phases plus Aftercare in the Clackamas County Juvenile Drug Court program. The program requires a minimum of eight and one half months, (though most participants do not graduate before one year), with each phase consisting of specific treatment objectives, and therapeutic and rehabilitative activities. In general, Phases 1 and 2 are more educational while Phases 3 and 4 are more about processing in regard to homes, relationships, relapse prevention, and sobriety. The Drug Court Team considers the final 3 months of the program Aftercare, although the participants do not graduate before completing the Aftercare portion of the program. The purpose of the Aftercare Phase is to release youths and families from dependence on the program and give youths and families an opportunity to practice what they have learned in the first four phases of treatment.

The requirements to move from phase to phase have changed somewhat with the implementation of the enhancements. Phase advancement is now more tied to participants’ individual case plan progress. Families now must also do a family treatment session with the family therapist before moving to the next phase. Finally, participants’ individual situations are taken into account more during phase advancements than before, even if a participant is following all general written guidelines.

Treatment

The CCJDC uses a single treatment provider model. Clackamas County Mental Health is the only treatment provider for the CCJDC. The treatment approach varies to best meet the needs of the client. Most treatment approaches are based on holistic, systemic, strengths-based, motivational, cognitive behavior, and family-centered theories.

The CCJDC recently adopted a new residential treatment policy that allowed participants to continue to participate in Drug Court while in residential treatment. This resulted in more kids getting the treatment level needed (instead of just what Drug Court had available). This was a difficult change at first because it seemed the Team was giving up control while also creating more work for the Team (having to communicate with the other programs and have more consultations), but it made Drug Court more effective. Families appreciate it and youths are happy because they are not kicked out of the program and can still get the charge dismissed. Intervention options have also increased due to the new residential treatment policy because the Drug Court Team can now refer a youth to residential without having to terminate the youth, beginning the referral and screening process for residential programs while still holding youth accountable in drug court can serve as a message to the youth that the Team is not giving up and will try any intervention to motivate the youth to change. Since some participants need longer-term treatment, it gave the Team more flexibility in providing treatment while still keeping those participants in the program. Finally, the residential treatment policy

allows the continuation of services and aftercare. (Drug Court is a good option for kids in residential treatment to transition into as aftercare). The Team can coordinate more with those agencies as far as treatment plans and discharge planning, and youths are given credit for time spent in residential care.

Drug court sessions

Drug Court sessions used to take place once a week, but this changed to every other week in July 2005. Drug Court sessions are on Wednesdays and lasts for approximately an hour and a half. All parent(s)/guardian(s) and youth that attend the session are required to stay for the entire session. Approximately 15 parents and 12 youths attend each session, but the frequency of attendance for participants depends on their phase requirements and how they are doing in the program. Drug Court staff members who attend court include the Judge, Drug Court Coordinator, Case Manager, Treatment Provider, Family Therapist, Prosecutor, Defense Counsel, Mental Health or Juvenile Department Supervisor, a Deputy from the Sheriff's Department, and the Community Resource Liaison.

CCJDC Team

The CCJDC Team includes a drug court coordinator, drug court judge, district attorney, defense attorney, treatment providers, probation and law enforcement representatives, and a community resource liaison as well as representatives from an educational agency (C-TEC) and a representative family member from the participants who have graduated. Most of the Drug Court Team members who worked with the program before the enhancements felt that their activities or role had not changed with the implementation of the enhancements, except for the family therapist whose time on Drug Court increased. Otherwise, most of the activities associated with the enhancements were performed by the new Community Resource Liaison.

Drug testing

The Drug Court performs drug tests (urinalyses) on a random basis. The Drug Court Case Manager keeps a monthly calendar with the urinalyses (UA) collection from each youth randomly dispersed by day. On the weekend, the youths call in on a UA phone line through the Juvenile Reception Center. Youths whose names are on the recording must come in to the department for their UA at the designated time.

Rewards

Rewards are given to Clackamas County Drug Court participants for individual progress, consistent compliance with Drug Court requirements, and for reduction in use. During the Wednesday staffing meeting, Team members suggest giving rewards to those participants they feel are doing well and deserve recognition. Material rewards were given more frequently when Drug Court first started, but when the Team realized rewards did not need to be material to hold value, they began giving more personal recognition along with smaller material rewards. The Drug Court Team is trying to be more creative with rewards and have worked to include things like leisure activities, parental involvement, finding other things for the participants to do on the weekends.

Sanctions

The Drug Court Team uses a variety of sanctions. In the early phases, the Team determines which sanctions to impose, but in the later phases the Judge looks for more parental responses to the youth's actions. The goal is for the family to gain back control and begin to hold their child accountable through appropriate responses. Sanctions are individualized and are chosen to suit the youth's

specific situation, although there are some standard sanctions for specific behaviors. The standard sanctions are graduated and often start with community service and end with termination.

The immediacy of the sanctions has been moved up as a result of both the family component of the enhancements and the Team's general learning curve. Unlike other drug courts, which report that they lean more heavily toward sanction, the CCJDC Team reported that, overall, rewards and sanctions are pretty evenly balanced.

The Team did report that their first "knee-jerk" reaction before the enhancements was to use detention as a sanction. There is clear evidence for this in the cost results in which the majority of the cost for participants who were terminated is due to time in detention while they were in the CCJDC program. However, since the enhancements were implemented and with the addition of the Community Liaison position to the Team, they have begun to use community service much more often. This is facilitated by having the Community Liaison arrange for community service options to be available each week. This alleviates issues the Drug Court had in the past when they would sanction a participant to community service but find that there were no community service slots available. The Community Liaison attends Team staffing meetings where he provides the Team with a list of the options available for sanctions that week. The Team can then decide which of the options are appropriate for the participants requiring sanctions. At the Drug Court session each week, the Community Liaison is there to sign up the sanctioned participants for their community service before they leave.

The Team reports an added benefit to having a variety of community service options available is that participants who tend to have their issues compounded when they are together can be sent to different community service work. Further, the Community Liaison has developed relationships with the staff of the various community service organizations, which has allowed for much better supervision of drug court participants while they are performing their service. The community service staff will report to the Liaison when a participant does not show up and a Drug Court Team member can immediately follow up with the participant.

Observation: This shift away from detention to community service could represent an enormous cost savings for the drug court. In addition, from the outcome and cost results (presented later in this report) the use of detention was not effective in accomplishing the goals of the CCJDC program (the youth with the most detention were eventually terminated and their outcomes were far less positive, e.g., greater recidivism). The use of community service appropriate to individual participants may lead to more positive outcomes. The current outcome results for enhancement participants (lower recidivism and less drug use) indicates that this is likely the case.

Unsuccessful termination

Unsuccessful termination from the program results from serious non-compliance or a continued lack of progress in the program. Any combination of the following factors occurring over an extended period of time could lead to a termination: new serious crimes, serious or violent behavior, continued drug use, not attending groups or court, running away for a week or more, chronic failure to cooperate with treatment or home rules, and if foster care and/or inpatient treatment have been tried without success. Termination is based on the youth's individual circumstances and needs, as well as on what prior resources have been tried.

Prior to the enhancements, the entire Drug Court Team made termination decisions based on consensus, however since the enhancements were put into place only core members (The judge, DA, defense counsel, 2 treatment

"It's the best option I had. I'm happy I did drug court."

counselors, and the coordinator) vote on termination decisions. The Drug Court Team gives disposition recommendations to the Judge (it is no longer the burden of the Team to make the disposition decisions themselves). The termination process has become much more transparent and concrete. Family and youth are kept apprised of the situation, and their progress is reviewed by the youth, the family and the Team; it is now clearer to families and participants how and why terminations happen. The termination procedure and the causes of termination are now in writing and are shared with participants and families. Also, family plans and the goals in the case plans are reviewed more often — both for successfully meeting goals and for terminations, in order to see specifically what the participant was or wasn't doing. This increased communication from the Team came as a result of parent feedback such as, "Parents are always calling the Team but not the other way around. There could be a weekly report to parents on the phone. There is a lack of communication before a major decision is made. I would like to know ahead of time about major decisions. We don't know in advance about residential placement. When the Team knows something, they should let the parents know right away."

Observation: The CCJDC Team is extremely responsive to family feedback and accommodating to all reasonable requests. They encourage families to engage in and work with the program. The youth and parents all spoke extremely highly of the Team and the CCJDC program.

For example: "I had complete support from everybody on the Team. The judge always took time to listen to me."

"The Team challenges you to change. The Team always supported and backed me up."

"I was treated fairly by all staff. They were all respectful."

Graduation

The first graduation for the Clackamas County Juvenile Drug Court took place in February 2003, with a group of six graduates. Since the enhancements were implemented there have been fewer group graduations. Most participants now have individual ceremonies because there aren't many kids graduating at one time any more. The ceremony has also been simplified in order to keep costs down, but having the spotlight on one person has been an added benefit. As of February 2006, there have been 21 graduates from the CCJDC program.

In addition to completing each phase of the program, other specific graduation requirements include testing negative and maintaining abstinence from drugs during all of the Aftercare Phase (90 days), involvement in or completion of an academic or vocational training program, and, if appropriate, the obtainment of consistent employment. In addition, participants must demonstrate an understanding of the personal problems involved in drug abuse, criminal behavior, and relapse prevention and must obtain approval to graduate from Drug Court Team.

"Balancing work and school with the program was hard. I had to leave work early to get to court. The time was a huge commitment but very worth it."

Further information on the CCJDC program can be found in the original process evaluation final report performed by NPC Research, submitted to the Bureau of Justice Assistance in July 2003. It contains a detailed process description, a presentation of the results of client focus groups, and an evaluation of the CCJDC process in regards to the Ten Key Components of Drug Courts (developed by the NADCP in 1997). Further information on the program enhancements as well as an evaluation of the enhancement process is contained in the process evaluation results section of this report.

KEY COMPONENT RESULTS

The Ten Key Components of Drug Courts (developed by the NADCP in 1997) were used as a framework for the evaluation of the enhancements, and this Court was evaluated on its ability to demonstrate these key components. The chief results are as follows:

Key Component 1: Drug courts integrate alcohol and other drug treatment services with justice system case processing.

An integrated Drug Court Team, with communication as its central feature, is the CCJDC's biggest strength and possibly the greatest reason why this Drug Court is operating effectively and efficiently. The Team communicates regularly in a variety of ways, and seeks out new ideas for ways to keep this Court running smoothly and for ways to improve Court practices. Each member of the Team demonstrates investment in making the Drug Court work for its participants.

Enhancement Evaluation Question: Have the enhancement services been integrated into the drug court team process?

Enhancement services have been adopted and integrated into the CCJDC Team's process. A parent support group and voluntary parent education class were added to the program, along with more family therapy. Having the family therapist with more time on Drug Court allowed for more of a focus on treatment and more time for him to attend staff meetings. As a result, the family therapist is more familiar with the cases and the families involved in Drug Court, which has coincided with an improvement in family functioning.

“I like the family sessions and family counseling.”

The family component is now more structured due to a review of the family system in every phase and a stronger parent support network. The Drug Court Team has created a partnership with the families, which helps change the dynamics of the family. Parents at the focus group said they feel like they have an ally in the Team. Several parents reported that the new family therapy was very helpful and even requested that there be more intense family therapy. Many parents felt that the program would benefit by requiring a certain number of family groups and sessions per phase.

Parents were pleased with the parent support group. One parent said, “I take refuge in hearing others' struggles. Everyone is going through it, and the ones in the program longer can help the new ones. Families support and encourage other families.”

The additional therapy, parenting class, and support group enhancements teach parents how to communicate with their kids. Kids also learn how to talk to adults and express themselves. “It helps take the weight off parents' shoulders. There's less fighting and the Team helps with consequences.”

The enhancements have also increased the accessibility of services. The CCJDC is now able to provide services to people who might have difficulty in getting into the offices for therapy by going to their homes, which helped decreased families' stress levels and made parents feel like the Team was going the extra mile to support them. Parents with financial troubles are also able to go to the Team for assistance in finding other resources. Finally, a lot of the programs offered as part of the enhancement are voluntary so people can pick and choose what they feel they need as well as what they are interested in. This helps avoid “turning off” the parents by making them feel like they're pressured to do something and also fosters a sense of autonomy and independ-

The family sessions made a big impact and really helped my relationship with my son.

ence, allowing parents to take back some accountability and control in an environment (i.e., the criminal justice system) that is historically coercive.

Comment: Some team members expressed an interest in adding a non topic-specific person to the Team who isn’t connected to schools or treatment, who can think “outside the box,” and look at the participant or family from the outside — someone that doesn’t feel bound by their position that can provide insight and ideas for opportunities.

Component 2: Using a non-adversarial approach, prosecution and defense counsel promote public safety while protecting participants’ due process rights.

Both the Prosecution and Defense Counsel believe that the mission of each has not been compromised by their roles in the Drug Court program. In fact, both feel that public safety is better protected by participation in the Drug Court program. Also, participant interests are generally addressed more thoughtfully by the legal staff than they would be in the traditional system.

One change from traditional court process in both their roles that is common to drug courts is the non-adversarial team effort that goes into decision-making for each participant. Otherwise, the attorneys’ roles remain essentially the same: the Defense Attorney’s role is still to advocate for the participants, and the District Attorney’s role is still to ensure that public safety is protected.

Enhancement Evaluation Question: Do the defense attorney and the district attorney’s office feel that the mission of each has been affected by the addition of the enhancements?

Neither the District Attorney nor the Defense Attorney felt that their role or mission changed as a result of the enhancements. However, there was some feeling that the addition of more treatment providers as voting members on the Drug Court Team may have tilted Team responses to participant non-compliance more towards leniency.

Component 3. Eligible participants are identified early and promptly placed in the drug court program.

The time from referral to entry in Drug Court is approximately 2 weeks. This is a reasonably prompt time period for a youth to begin receiving services. In addition, the youth and his or her family receive significant contact from the Court throughout that 2-week period in the form of assessments and discussions with the Drug Court staff about the Drug Court program and about the willingness of the family to commit to the program.

Enhancement Evaluation Questions: Have the eligibility requirements and/or process changed since the last process evaluation and with the addition of the enhancements? Are the eligibility requirements being implemented successfully? Is the intended target population being served?

“The parenting classes really helped my parenting and communication skills.”

The eligibility criteria changed with the addition of the enhancements. There is now more emphasis on suitability, probability of success, and compatibility. The Drug Court Team came up with 6 “appropriateness of fit” items that are used in determining eligibility.

1. Recovery Environment

Can the youth be reasonably expected to complete the terms of the Drug Court program given their living circumstances? Can the CCJDC provide resources sufficient to ensure the best possible recovery environment in order to optimize the youth’s potential to succeed?

2. Motivation

What is the youth's motivation to complete the CCJDC program? From a therapeutic perspective, is the youth ready or capable to complete the requirements of the CCJDC?

3. **Dual Diagnosis/Mental Health Issues**

Does the client have skills/functioning level to participate in the intensive model of CCJDC? Is the CCJDC program the appropriate treatment placement for this client? Is it within the capability of the CCJDC program and its resources to adequately support engaging and retaining this client?

4. **Transportation**

Does this youth have reasonable means to travel to the number of services required by the CCJDC? Does the CCJDC have means/resources available to assist with a youth's transportation needs?

5. **Participant Harm (self or others)**

Will participation in the CCJDC potentially cause harm to this individual or family? Or, would bringing the individual/family into the program cause harm to the current population?

6. **Other Barriers**

Are there other extenuating barriers (age, family level of functioning, work or school schedules) that might decrease the youth's ability to succeed in the program? What resources does the CCJDC have that could help the youth and family overcome barriers in order to participate?

The Drug Court Team also now looks more at the resources that families come into the program with (i.e., what family or parental participation is required for a participant to be successful? Is there someone that the youth can use as an asset? What is the family makeup and are they willing to do the program?).

The total number of intended participants, as stated in the original implementation grant proposal, was estimated as 140, including participating family members. Forty-three youth were to be served by the program over the 2-year period with a capacity of 25 active youth. This number was expected to increase with the enhancement. However, although referrals to the CCJDC have increased very recently and the Drug Court Team's ability to handle capacity has increased, the Drug Court has still never been at the capacity of 25 participants.

Comment: The Team would like to add more kids in the program, although there is some concern about the need for more family and individual counseling time.

Recommendation: The CCJDC staff should continue to look for ways to augment enrollment in the program if the current increase in referrals is not bringing the program up to capacity. Team members should consider examining how other courts (both adult and juvenile) handle higher numbers of kids without sacrificing the quality of the services. An increase in participant numbers provides an economy of scale in terms of drug court program costs, which are quite high (see the section on the cost evaluation later in this report). In addition, the CCJDC program is having a positive effect on participant outcomes (lower recidivism and in particular, fewer re-arrests for drug related crimes). Increasing the numbers of juvenile offenders that receive CCJDC services can lead to an even larger benefit to the criminal justice system and society.

Component 4. Drug courts provide a continuum of alcohol, drug, and other related treatment and rehabilitation services.

The Drug Court program has four phases and aftercare, each of which targets a different stage in the youth's treatment. Diverse specialized treatment services are available at every phase. Each participant

attends individual counseling, group counseling, and family counseling. In addition, participants are given frequent UAs to monitor drug use, are involved in activities giving them life skills such as jobs and education, and are required to participate in community services and other activities.

Enhancement Evaluation Question(s): has the team implemented the enhancements as intended and within the intended time frame?

The majority of enhancements were implemented as intended and within the intended time frame. However, two enhancement objectives started during the grant period did not progress as far as the CCJDC Team expected. Those two objectives were to create an organized network of peer parent support and to forge partnerships with the faith-based community. While the CCJDC has an excellent network of peer parent support, it is not as well organized and independent as the Team hoped it would be. The Team has had trouble identifying a lead parent, mostly because of the time commitment and the fact that as parents move through phases, they become less available for Drug Court. The Team is continuing their efforts to encourage parents to take the lead on this activity.

“The Team is there 24/7. You can call anyone at any time. If you don’t know how to handle a situation, they are there for advice.”

Although the Team has developed numerous supervised volunteer opportunities, none of these has been specifically with the faith-based community. The partnerships with the faith-based community have not materialized because of a concern about liability and the separation of church and state for the departments involved in Drug Court.

The rest of the enhancement objectives were implemented fully and successfully. Due to the increase in the amount and frequency of treatment contacts (i.e., more family therapy and more individual treatment sessions), new parents and families reported during the focus group that they were able to get oriented more quickly compared to parents who were there before the enhancements. More parents were also going through the parent empowerment seminar which teaches parenting skills. As a result, parents were buying into the concept, were learning more skills, and were more able to handle the requirements of Drug Court as a parent. One parent said “the parenting class should be a requirement. It helps the family as a whole, even other kids in the family. I think differently about parenting now and I can see the ways I need to change. Parents look at the situation like it’s the kid’s fault but parenting classes change the outlook.”

Comment: Parents recommended that there be more residential placements that are quicker and easier to access (sometimes participants have to wait months for a placement). They also requested more aftercare. Several parents in the focus group said they would like an extension of aftercare for the kids out of the program, even after aftercare that already exists. Finally, parents said they would like a stronger mentor program. One parent said, “The mentor program is really lacking. It is too hard to get a mentor to commit.”

“The Team helps patch up your family issues by giving you suggestions to build on. I liked the variety of counseling.”

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

Based on results from the American University National Drug Court Survey (Cooper, 2000), the number of urinalyses (UAs) given in the CCJDC is comparable to the large majority of drug courts nationally. As described in the previous (2003) process evaluation, the Drug Court Team utilizes other forms of

drug testing, such as a saliva swab and a drug detection patch. An adulterant test strip is also used when youths are suspected of tampering with the sample. A breathalyzer is used when a participant is suspected of drinking alcohol.

Enhancement Evaluation Questions: Has the drug testing process changed since the previous evaluation? Do clients feel it is a more random process? Has the addition of the enhancements changed how clients feel about drug testing?

The main change in the drug testing process due to the enhancement grant money was that the CCJDC was able to purchase a breathalyzer and 8 SCRAM (secure remote alcohol monitoring) units. As a result of the enhancements the Team has been able to diversify their testing options by using this new equipment

Although there was some concern in the previous process evaluation that participants could predict when they were going to be tested, the participants stated in the focus group that they were not able to predict the timing of their next test. However, most agreed that it is difficult to give urinalysis (UA) samples and they don't like doing them, especially when the test is in the morning or on a weekend.

In spite of the dislike for the drug tests, both participants and their parents felt that honesty was respected, including honesty about relapse. Confessing before court or before a positive UA delivers different consequences than lying or waiting to admit that a test will be positive.

Comment: Both Team members and participants suggested that UAs be conducted at places other than the Juvenile Department in order to alleviate participants' transportation problems. Parents and participants requested that a better system to challenge positive UAs be instituted, as several participants disagreed with their positive tests and had trouble challenging the results.

In addition, Drug Court Team members suggested that there could be a better method of conducting UAs such as having a lab do the sample collection and analysis instead of the Team members so that the Team members have more time for case management and therapy. Also, the Team suggested that they continue to look into new types of tests (e.g., hair testing) to make the drug testing process less intrusive and unpleasant.

Component 6. A coordinated strategy governs drug court responses to participants' compliance.

As reported in 2003, the types of sanctions and rewards for this Drug Court are comparable to what most other drug courts are doing nationally (Cooper, 2000) although there is a more even balance between sanctions and rewards rather than a heavier reliance on sanctions. This Drug Court works together as a team to determine sanctions and rewards with the Judge's approval. Sanctions and rewards are often individualized and are chosen to suit the youth's specific situation. The Drug Court does not have written guidelines for sanctions and rewards. However, prior to the enhancements, the Team had agreed upon some graduated standard sanctions that generally started with community service and ended with termination. The Team works hard to make sure responses to participants' compliance are consistent, while trying to be creative with rewards and sanctions to meet a particular need.

Evaluation Questions: Has the sanction and reward system changed since the addition of the enhancements? Have the responses of the team become more varied and more specific to a particular type of non-compliance?

The immediacy of the sanctions has been moved up as a result of the family component of the enhancements. Further, the Team is using community service much more often as a sanction in place

of detention. However, they would prefer that the participants not view community service as a punishment but as a way to give back to the community. Therefore they call community service “community work opportunities” and the large variety of opportunities offered by the community liaison allows the Team to choose a community service option that is most meaningful for the participant. In the end, however, the goal is for the family to gain back control and begin to hold their child accountable through appropriate responses instead of the Team having to use sanctions.

However, many of the changes in the sanctions and rewards system have had as much to do with the Team’s general learning curve as with the enhancements. The Team has worked to have their responses to participant non-compliance be less driven by their emotions (e.g., frustration when a participant is dishonest or fails to follow through) and be more focused on what kind of response would lead to the lesson they wish the participant to learn. In addition, effort is made to be consistent in applying both sanctions and rewards with the sanctions framed as “interventions” rather than punishments. Several Team members reported that rewards and sanctions were evenly balanced rather than heavy on the sanction side as is common in most drug courts.

Comment/Recommendation: Several Team members wanted the CCJDC to be even more proactive to get additional opportunities and community partnerships for the kids instead of using sanctions, especially sanctioned community service hours. It was also suggested that more tangible or experiential incentives should be used (e.g., skill development and fun leisure opportunities — activities that the participants don’t have money for or haven’t been introduced to before).

Sanctions are still individualized and are chosen to suit the youth’s specific situation, although there are some standard responses to specific behaviors. However, parents and participants reported in the focus group that they feel there are some inconsistent punishments (i.e., the Judge was lenient on some kids and too hard on others). One participant said “girls don’t go to jail — girls get treated better than guys by the Judge and they get different sanctions for the same offense.”

Comment: Some parents suggested in the focus group that false threats of sanctions from the members of the Team be avoided because the participants learn not to respect the threats.

Component 7. Ongoing judicial interaction with each drug court participant is essential.

Prior to the addition of the enhancements, it was reported that in the CCJDC program, parents and participants are required to be in court on a consistent basis, where they have regular contact with the Judge. The frequency of court appearances for each participant was comparable to the majority of drug courts nationwide (Cooper, 2000). The Judge was involved in all decision-making regarding each participant. She went to great lengths to get to know and help all participants and their family members. Because of the Judge’s consistency and care for each participant, she was well-trusted and inspired participants to make her proud of them.

Evaluation Question: Has the nature and frequency of client and family interaction with the judge changed since the addition of the enhancements?

The nature of client and family interaction with the Judge has not changed substantially since the addition of the enhancements. However, Drug Court sessions became every other week instead of weekly in July 2005, so the frequency of contact with the Judge has decreased.

Several parents mentioned in the focus group that they would like more time to talk with the judge — “I did not have enough time to talk before the Judge. I felt like I could not get a word in edge wise.”

Recommendations: Although the frequency of drug court sessions may need to be less often to be more practical for CCJDC Team members and for parents, on the nights when the sessions do occur, it may be beneficial to have some time set aside for parents who are interested to speak with the judge (and other team members) individually.

All parents and participants spoke positively about the judge. The families felt that she really supported the parents in holding kids accountable. The youth are motivated to receive a positive comment from the judge and really feel it when the judge has to reprimand them. There is clearly a strong connection between the judge and the participants and families.

Component 8. Monitoring and evaluation measure the achievement of program goals and gauge their effectiveness.

Evaluation Question(s): Is evaluation and monitoring integral to the program?

Evaluation and monitoring have consistently been a high priority for the CCJDC Program both before and after the implementation of the enhancements. Evaluation projects have been a part of this program without pause since early 2002. In addition, this Court participated extensively in the pilot of the Oregon Drug Court Management System (a statewide drug court database) and ensured that evaluator feedback was included in this process. Further, this database was modified at the request of the CCJDC to fit the purposes of the enhancement evaluation, adding better tracking of the services received by CCJDC participants.

NPC has an open invitation to observe CCJDC Court sessions, Team meetings and quarterly retreats and is often solicited to provide feedback. The Team has proved itself to be committed to an accurate evaluation and has done so through a high degree of organization and integration of the Team members. In addition, this Drug Court demonstrates a high degree of self-monitoring. They openly discuss issues as they arise and focus on ways to adjust the program to address these issues.

The CCJDC Team members made themselves available for interviews, were open in their responses, and appeared to answer every question to the best of their knowledge. The entire Team strives to improve the CCJDC program in any way that they can, continuing to research and try out new tactics or procedures. The Team fully supports the enhancement grant evaluation and is genuinely excited and interested to see the results so they can continue to improve the program.

Component 9. Continuing interdisciplinary education promotes effective drug court planning, implementation, and operations.

As reported in 2003, education on drug court planning, implementation and operation is another high priority for this Drug Court. The Drug Court Team members have attended drug court trainings and do so on a regular basis. In addition, the Drug Court Coordinator, Case Manager, Treatment Providers, and Judge all attend local trainings whenever they are available and observe other drug courts in order to learn about new ideas and bring them back for discussion with the Team.

Enhancement Evaluation Question: Is this program continuing to advance its training and knowledge?

The CCJDC Team continues to attend trainings and does research on new drug court policies and procedures in order to become even better. The Team strives to find new technologies and new ideas that would work best for the CCJDC program and its specific population.

Component 10. Forging partnerships among drug courts, public agencies, and community-based organizations generates local support and enhances drug court effectiveness.

The CCJDC has developed partnerships with several community agencies and organizations, including Mental Health, the Oregon Youth Authority, C-TEC (an educational agency), and the local Chamber of Commerce. The Coordinator spends a great deal of time forging relationships locally and statewide. She is involved with various committees and attends Drug Court-related meetings frequently. The Coordinator also solicits local resources for incentives and donations.

The CCJDC is continually working towards creating relationships with community members.

Evaluation Question: Has the CCJDC developed additional partnerships across the community due to the implementation of the enhancements?

This was one of the main objectives of the enhancement to the CCJDC program. The hiring of the Community Resource Liaison led to the creation of strong new relationships with local agencies and community leaders including consultations with medical doctors, North Clackamas Parks and Recreation, Hopkins Tree Farm, Habitat for Humanity, Canby Police, and Canby Graffiti Removal Project while strengthening the previously created partnerships with Clackamas County Mental Health, the Department of Human Services, Oregon Youth Authority, and C-TEC (a job education and placement program). As a result of the enhancements, the CCJDC is more community-system focused and possesses a larger picture of the resources available in their community. There is also more continuity in community service involvement due to the Community Resource Liaison providing opportunities for the participants to get involved in giving back to their community. The Community Resource Liaison has developed numerous connections with community service agencies and individuals, so when participants have community service hours to do they are hooked up with an adult or community agency that then connects the youth with projects that fit the youth's interests and strengths. This has proved far more useful than having the participants call agencies from a list or find community service opportunities on their own. Further, these strong partnerships have led to community service staff providing better supervision for drug court participants when they are performing their service.

During the enhancement period there was a philosophical change in the Drug Court program about community service. There was a shift to make community service less of a punishment and more an expectation of participation in the program. Unfortunately, many of the participants still see community service as a punishment, but the Team is continuing to work to change that perception and increase the variety of service options so that each participant can find meaningful community service. Many participants and parents agreed with the comment stated during the focus groups, "community service is way better now."

The CCJDC also added a Family Representative to the Drug Court Team who represents the parents' perspective during Team meetings. The Family Representative is the parent of a participant who has graduated and the addition has been instrumental in gaining an idea of what the parents and families are going through during Drug Court.

The Oregon Youth Authority (OYA) has also taken a much more active role in Drug Court since the implementation of the enhancements. The OYA representative now attends every Drug Court session and Team meeting and assists with urine sample collection.

During the enhancement period, the CCJDC made more and stronger connections with multiple residential treatment programs. Meetings and debriefs between the Drug Court Team and treatment staff

at some of the residential treatment programs were productive and resulted in more seamless treatment planning and better coordination of resources.

Another partnership that the CCJDC developed during the enhancement period was with “community guides.” These are trained adult volunteers in the community who work with Drug Court to identify adult volunteers to go through training for mentoring and help the participants learn the value of community service.

Observations: Although the mentoring has not been as strong as the CCJDC Team was hoping due to difficulty in getting appropriate volunteers, they are continuing to work toward strengthening this part of the program.

Comment/Recommendation: The CCJDC should consider gaining a connection with an employer or community agency willing to work with youth and provide jobs for the participants when they are ready. Also, getting the schools more involved and supportive may improve the participants’ connection with their schools. For example, performing school attendance check-ups, getting participants more help before school expulsions, and more communication so schools know kids are in the Drug Court program so the Team can be more flexible in their sanctions.

Further suggestions for community connections by Team members, parents and participants include a physical fitness program or connection with a local gym (many of the participants don’t lead healthy lifestyles), funding for medications (many families don’t have insurance or funds to purchase medications), and more community resources and positive influences *outside* of the juvenile justice system (rewards, mentoring, work opportunities, job training, etc.).

ENHANCEMENT PROCESS EVALUATION SUMMARY

Overall, the process of implementing the enhancements has been a resounding success. In spite of unexpected staff leaves-of-absence and staff turnover, the CCJDC program implemented the enhancements to the program as intended. The CCJDC Team and the participants and their families had a positive response to the new services. The successes reached further than just the CCJDC program itself. The benefits of the Community Resource Liaison position were so strong that the Clackamas County Juvenile Department decided to continue to fund the position full-time after the enhancement grant funds ran out.

Outcome Evaluation Results

PARTICIPANT AND COMPARISON GROUP MATCHING

CCJDC participants ranged in age from 14 years to 17 years at drug court entry. Because there was no specific event that would consistently lead a counselor to refer a youth to Drug Court and because there was no “program entry date” for the comparison group, a stratified method was used that determined the age of the participants at the time of program entry and then within each age cohort the comparison group was matched to the participant group on gender, race/ethnicity, risk assessment score⁹, number of prior juvenile referrals (arrests), number of prior episodes of residential treatment and number of prior episodes of detention in a youth correctional facility. There were 53 youth in the final participant sample and 60 comparison group members. The 53 participants consisted of 31 pre-enhancement youth, 17 post-enhancement, and 5 whose time in the CCJDC program spanned both pre and post enhancements. Table 4 describes the participant and comparison group demographics as well as other characteristics.



Table 4. Participant and Comparison Group Characteristics

	Drug Court N = 53	Comparison N = 60
Gender	46 males 7 females	48 males 12 females
Ethnicity	48 White 2 Hispanic 1 African American 1 Other	54 White 3 Hispanic 0 African-American 3 Other
Average age at time of first referral	13.85	14.09
Average number of referrals prior to DC entry date	4.57	3.67
Average number of detention episodes in youth correctional facility	1.92	1.15
Average number of episodes in residential placement	.49	.53
Average Risk Score	10.68	9.37

Note: T-tests showed no significant difference between the two groups on these variables ($p > .05$)

⁹ A risk score is created from a risk assessment tool used by Clackamas County Juvenile Department staff on all youth referred to the juvenile department. This tool was originally developed by NPC Research under contract with the Oregon Juvenile Department Directors Association for use by all Oregon juvenile departments and programs that received Oregon State Juvenile Crime Prevention funding. The tool includes measures of risk factors in the areas of family, school, peers, substance use and (anti-social/risky) behavior.

Table 4 shows that the juvenile drug court participants are primarily male and white. The average age at first referral is 14 years old and average number of referrals prior to drug court entry is high at over four and one half, which is consistent with the description of drug court participants as a high-risk population. The average number of prior referrals and prior detention episodes in the Drug Court group is slightly higher than the numbers for the comparison group, though this difference is not significant. The average risk score is also slightly, but not significantly, higher in the Drug Court group than in the comparison group.

RESEARCH QUESTION RESULTS

The results of the CCJDC outcome analyses are presented in order of the research questions described earlier in this report. All analyses comparing pre and post-enhancement outcomes included only those individuals that did not have time that overlapped both pre and post-enhancement implementation. Although the total number of participants in this study ($n = 53$) is larger than that in the outcome evaluation performed by NPC in 2004 ($n = 31$), 53 participants is still a relatively small sample size. In particular, the number of individuals who had entered the program after the enhancements were implemented and had at least 6 months of time since entry was extremely small ($n = 17$). For this reason, most of the following results include the entire participant sample. The small sample size of the post-enhancement group meant that most analyses performed with this group did not have enough power to produce valid statistical significance. Therefore, the data related to this group were examined in a more qualitative manner and the results must be considered in terms of apparent trends rather than in terms of statistical significance. In addition, for the post-enhancement group, most of the outcomes examined occurred while the participants were still in the program and did not have the full “dose” of the program. As the program grows and expands over time, further evaluation can examine a greater sample size and outcomes that occurred after enhanced program completion, providing verification of these results.

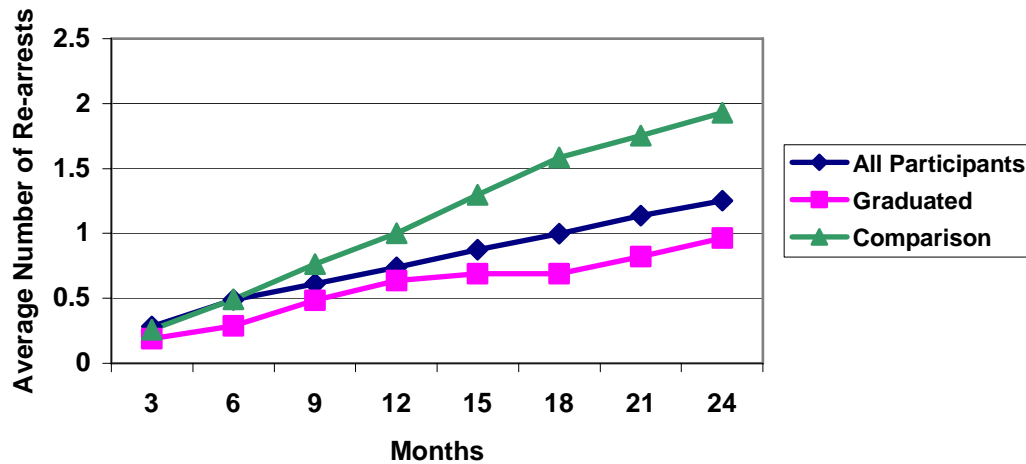
RESEARCH QUESTION #1: RECIDIVISM

A. Does participation in drug court, compared to traditional court processing, reduce the number of re-referrals/re-arrests for participants?

Figure 1 shows the average number of re-referrals¹⁰ and adult arrests for 24 months after entering the Drug Court program for CCJDC graduates, all participants and the comparison group. Although the number of re-referrals and re-arrests is similar in the first 3 months after Drug Court entry, by 9 months from program entry the Drug Court participants (regardless of whether they graduated) show lower recidivism. By 15 months from program entry the difference between Drug Court participants and the comparison group is significant and the difference continues to grow through 24 months. At 24 months the comparison group shows 63% more re-arrests than those who participated in the Drug Court program. The graduates show an average of less than one re-arrest over the 2-year period, nearly half that of the comparison group.

¹⁰ Re-referrals are defined as incidents of juvenile criminal behavior officially reported to the court and recorded in the Juvenile Justice Information System (JJIS).

Figure 1. Average Number of Re-Arrests Over 24 months



The percentage of participants who were re-arrested is also lower than the comparison group. The re-arrest rate in the 2 years after Drug Court entry was 29% for graduates and 44% for all the Drug Court participants versus 82% for the comparison group. In the second one year period after Drug Court entry (when most participants had been discharged from the program) the re-arrest rate was 14% for graduates and 29% for all the Drug Court participants versus 50% for the comparison group. Drug Court participants are nearly half as likely to recidivate than comparison group members in the 2 years after their entry into the CCJDC program.

B. Does participation in drug court with the addition of enhancements reduce the number of re-arrests compared to participation before the enhancements were implemented?

Figure 2 presents the mean number of re-referrals and adult arrests in 3-month increments for pre-enhancement participants, post-enhancement participants and the comparison group for 18 months¹¹ after Drug Court program entry. These 3-month increments are non-cumulative in order to better demonstrate the changes in recidivism for each time period.

¹¹ No post-enhancement participants have more than 18 months of outcome data available.

Figure 2. Mean Number of Re-Referrals and Arrests in 3-Month Increments (non-cumulative)

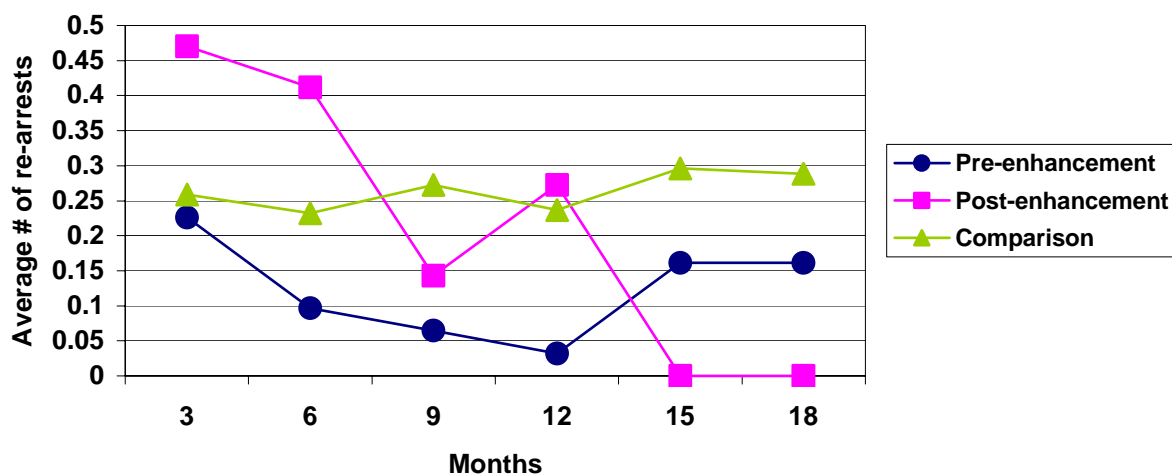


Figure 2 shows that in the first 3 months (and the first 6 months) after Drug Court entry, the post-enhancement Drug Court participants were re-referred nearly twice as often as the pre-enhancement group and the comparison group members. This same result was found in the 2003 outcome evaluation. The explanation that was offered in 2003 was that juveniles who enter a strict program may feel somewhat rebellious and need to test the limits at the beginning. This phenomenon has been demonstrated in other programs for high-risk youth. For example, the Juvenile Crime Prevention Program (JCP) Evaluation (Mackin, 2003¹²) found that re-referrals for participants in JCP programs happened most commonly within the first few months after the program start date.

“When new criminal referrals occur, they are likely to happen fairly soon after a youth’s enrollment date. Seventy-four percent (74%) of youth offenders who have a post enrollment criminal referral have their first new offense within the first 6 months after enrollment (and 41% have their first new offense in the first 3 months). This suggests that it takes at least a few months before an intervention with high-risk youth can be expected to have an impact on future criminal behavior.”

This explanation accounts for the difference between the post-enhancement participants and the comparison group but accounts less well for the difference between post-enhancement and pre-enhancement participants. An examination of prior criminal history and demographics shows no difference between the pre and post-enhancement groups. However, according to CCJDC staff, the greater number of re-referrals in the first 6 months for post-enhancement participants could be due to a higher level of the family problems experienced by these participants. The staff feels that the post-enhancement population is a more difficult population, particularly in terms of more challenging family issues (rather than in terms of criminal history). Because the enhancements were focused on family involvement and support, the Team may have accepted participants with more difficult and less supportive family situations than previously.

¹² Quote from the Juvenile Crime Prevention Final Report (July 2003). This report can be found at <http://www.ocjc.state.or.us/JCP/JCPEvalFinalReport0703.pdf>.

However, further examination of Figure 2 reveals that after 6 months, the average number of re-arrests for the post-enhancement group drops sharply, and by the 15 and 18 month time periods, the post-enhancement group looks better than both the comparison group and the pre-enhancement group. The post-enhancement group shows no re-arrests during that 6-month time period (12 to 18 months after program entry). Because the number of post-enhancement participants with 18 months of outcome data is so small, these differences are not statistically significant. However, this trend implies that the program enhancements show a clear positive effect on recidivism over time, even for participants that begin the program with more challenging behavior.

Overall, these data show positive outcome results in terms of recidivism for Drug Court participants both pre and post the implementation of the CCJDC enhancements. Youth who have attended the CCJDC program (regardless of graduation status) are re-arrested less often than similar youth that did not attend. Further, fewer CCJDC participants were re-arrested than the comparison group. The comparison youth were almost twice as likely to be re-arrested than the CCJDC youth. These results are consistent with the previous outcome evaluation (Carey, 2003) and confirm a clear trend for the effectiveness of the CCJDC program in reducing recidivism in its participants.

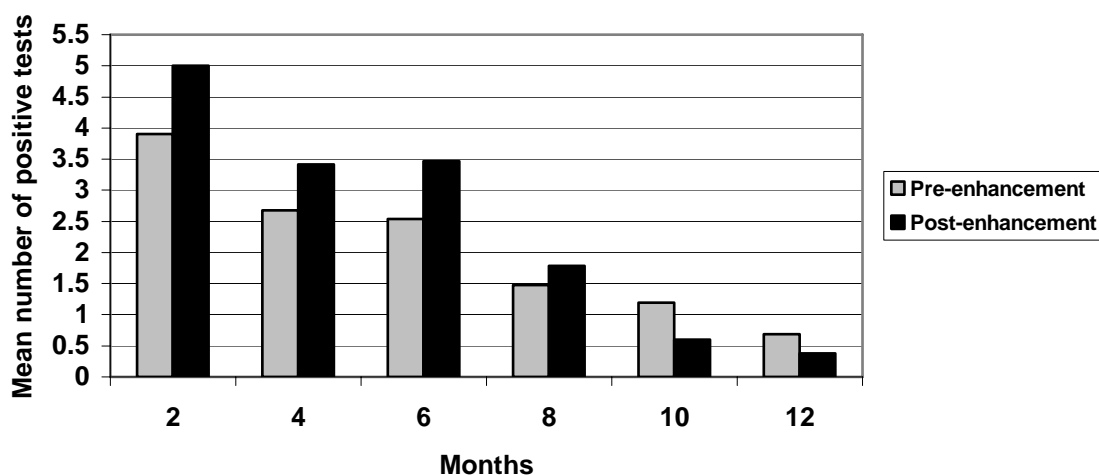
RESEARCH QUESTION #2: REDUCING SUBSTANCE ABUSE

Does participation in drug court reduce levels of substance abuse?

The dates of positive drug tests (urinalyses) for CCJDC participants were obtained from the drug court database (OTCMS). Mean numbers of positive urinalyses (UAs) were calculated for each 2-month block from the date of program entry for all participants (both pre and post enhancement) who were in the program and had data up to one year. The mean number of positive UAs at the beginning of a participant's time in drug court was substantially higher than at later times, indicating that the levels of substance abuse had indeed been reduced. The mean for each of these time periods is reported below in Figure 3.

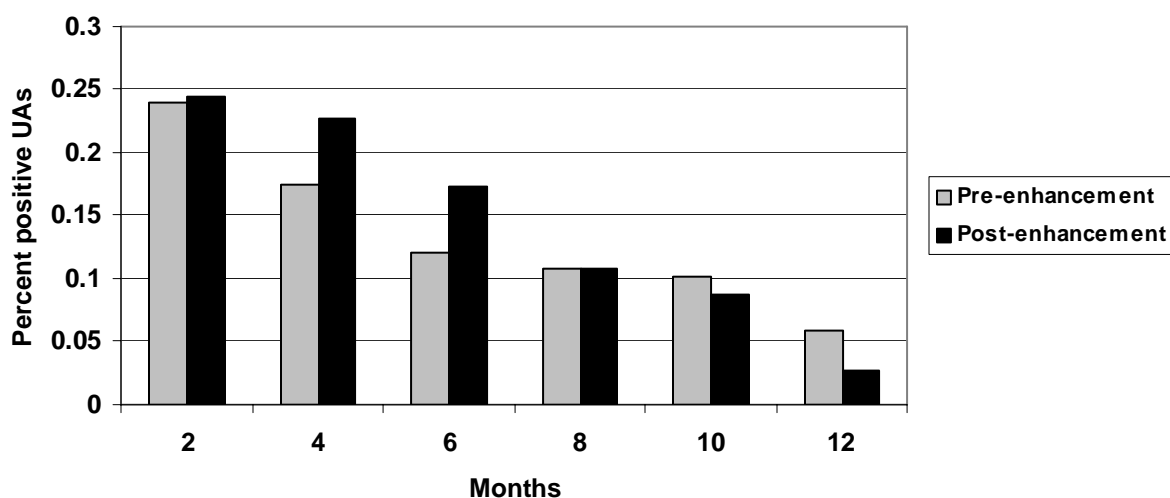
Although it is somewhat suspect to use the number of positive UAs over time as an indicator of reduced level of substance abuse (because a reduction in positive UAs is required for continued enrollment in the program), all participants were included in this analysis, so graduates, current participants, and those that were terminated are represented. In addition, correlations were run and the number of positive UAs was not correlated with program status (termination or graduation). This indicates that program status (i.e., successful participation) was not the only factor in this demonstrated reduction in substance abuse.

Figure 3. Mean Number of Positive UAs in 2-Month Blocks



However, another analysis to determine whether there was a reduction in drug use is to calculate the percentage of positive UAs in 2-month blocks over 12 months in the program. There is some concern in this analysis that taking a percentage of positive UAs may produce artificially high percentages during the later time periods because fewer drug tests are given to participants who are doing well in the program, so a single positive UA may be a larger proportion of the total number of UAs later in the program than earlier in the program. Despite this, Figure 4 shows a clear decrease in the percentage of positive UAs over time in the program.

Figure 4. Percent of Positive UAs

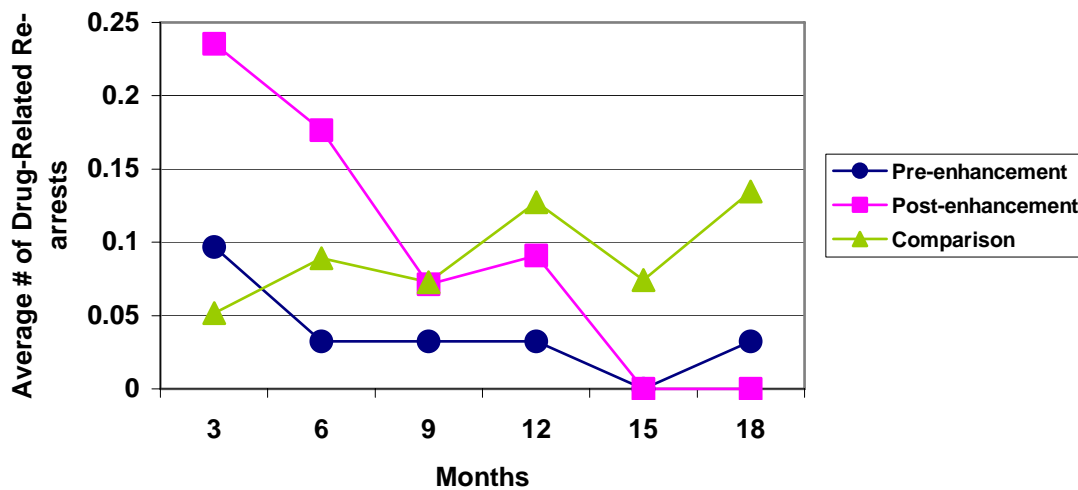


Both Figure 3 and Figure 4 show that post-enhancement participants start out with a higher number of positive UAs (providing evidence for staff reports that the post-enhancement participants are more troubled and may be dealing with more complex issues when they enter the program). However, by between 8 and 10 months the post-enhancement participants show fewer positive drug tests

than pre-enhancement participants. This suggests that the program enhancements are effective in reducing drug use, even among a population of more challenging youth.

Whether the CCJDC program is effective in reducing drug use can also be measured by looking at the number of re-referrals and re-arrests for drug related charges. Figure 5 presents the average number of drug-related re-arrests in 3-month blocks (non-cumulative) for 18 month after program entry. This figure demonstrates that while the average number of drug-related re-arrests for the comparison group remain fairly constant and even increases slightly, the CCJDC participants, both pre and post-enhancements, show a marked decrease in drug related arrests over time. The post-enhancement group, although starting out with more than twice as many arrests in the first 3-month period compared to the post-enhancement group and the comparison group, shows no drug related arrests in the final 6-month period.

Figure 5. Mean Number of Drug Related Re-Arrests in 3-Month Blocks



The previous figures show that the number of positive drug tests and the number of drug-related re-arrests decreases markedly over time in the CCJDC program. This provides strong evidence that the CCJDC is effective in reaching its goals of reducing drug use and reducing recidivism in its participants.

RESEARCH QUESTION #3: FAMILY FUNCTIONING

A. Has participation in the drug court program enhancements improved family relationships and family functioning?

A primary goal of the enhancement was to increase the types, frequency, and accessibility of family support programs. By increasing family support programs, the CCJDC sought to improve overall family functioning, particularly in the areas of problem solving and communication.

To determine whether enhanced family services improved family functioning, a survey was developed based on existing family functioning measures (Skinner, Steinhauer, & Santa-Barabara, FAM-III, MHS, 1995). The goal was to give the survey to participants and their families at program entry, when participants entered Phase III, and at program completion. Due to the limited time between the implementation of enhancements and the data collection for this evaluation as well as the small number of post-enhancement participants, few participants or their family members took the survey

at more than one time point. Therefore, the evaluation team determined that a more qualitative approach to data analyses would be most appropriate, thus the following analyses were planned.

First, all survey responses were included in the analyses, regardless of length of time the participants were in the program. Second, an overall average for the whole group and then participants and parents, respectively, was calculated for each question as an indicator of general levels of family functioning. Finally, for those participants who had more than one time point available, repeated measures analyses were conducted to determine if family functioning changed over time. Caution should be taken in interpreting any of these findings since (a) item level analyses are less robust than complete scales and (b) the sample size for these analyses is very small.

The evaluation team targeted three general categories of family functioning on which to focus, based on the express goals of the CCJDC enhancement and the particular developmental needs of adolescents and their parents. Individual items were chosen as indicators of each category. The three categories were 1) communication 2) problem solving and 3) family rules/expectations. In the results below, only the full group at time point 1 is presented in the tables. The number of families that had a second time point was extremely small (n=9). That data is discussed below but is not presented in a table as the averages for the smaller group do not match the overall group and the numbers could be misleading.

Communication

Table 5 provides the items related to family communication. The scores range from 1 to 4, with a higher score indicating better family communication.

Table 5. Family Communication Item Scores

		Average Score at the first survey point (1=strongly disagree; 4=strongly agree)		
		Whole Group	Participants	Family Members
1	“We tell each other about things that bother us”	2.73	2.72	2.73
2	“We take the time to listen to each other”	2.74	2.68	2.79
3	“We are free to say what we think in our family”	2.97	2.97	2.98

As Table 5 indicates, in general, at the first survey point, the participants and their families tended to feel better than average about family communication, indicating that their families are places where open communication is respected.

As a whole, for those individuals who took the survey more at more than one time point, family communication appeared to improve over the course of the program. Although those who took the survey more than once did start out with lower scores on average than the whole group, their scores increased over time. This pattern held for both parents and juveniles. Although the sample size is too small (N=17) to determine whether the change over time was statistically significant, the improvement in scores indicates a positive trend. As the Drug Court Team continues to provide family support and as more families participate in family enhancements, additional data should be gathered that can provide a more robust measure of the effectiveness of the family enhancements.

Problem Solving

Many families struggle with developing sound problem solving techniques. One goal of the family enhancement is to help families learn positive ways to solve problems. Table 6 shows the group averages at the first survey time on two problem-solving questions. Based on these responses, it appears that early in the Drug Court program, families already felt that they were trying multiple ways to solve problems when they arose, however, it also appears that those problem solving attempts may not have had the results hoped for, since families also reported spending too much time arguing over problems.

Table 6. Problem Solving Items

		Average Score at the first survey point (1=strongly disagree; 4=strongly agree)		
		Whole Group	Participants	Family Members
1	“We spend too much time arguing about what our problems are”	2.28	2.37	2.21
2	“When problems come up, we try different ways of solving them”	2.81	2.66	2.91

Based on the responses of those participants and their families who took the survey at the beginning of the program and in Phase III, the family enhancements appeared to be effective in helping families develop better problem solving skills. Although the group average showed improvements, the most interesting change came from the parents. Despite the small sample size, parents indicated a significant decrease in family arguing between the first and second survey point ($t = 2.45, p < .05$), and a significant increase in trying different ways to solve problems ($t = -3.42, p < .05$). The results were not so dramatic for the youth, as they did not see a change in arguing and there was only a slight increase in reporting that different ways of problem solving were tried.

Family Rules/Expectations

It is commonly known that the adolescent period is often a time when the nature of the parent-child relationship changes and may become increasingly strained. Multiple factors contribute to this changing relationship. The cognitive advances that occur during adolescence allow youth to question the fairness and reasoning behind rules, allowing them to detect flaws in the system and often resulting in youth thinking about how they would do things differently (Keating, 1990). Additionally, as adolescents develop their identity, they often strive for greater autonomy and look for ways to express their growing independence. This may lead to conflicts with parents who have coercive or controlling parenting styles. Research has shown that parents who convey the rationale behind their rules, allow some input by the youth in family decisions, and who clearly state their expectations, tend to promote the well-being of the youth (Grolnick, Kurowski, & Gurland, 1999) which may in turn influence family psychological health and functioning. With this in mind, the results of three “family expectations” items were investigated. These items are displayed in Table 7.

As the mean scores on the items indicate (not surprisingly), the family members appeared to believe that the family rules and expectations were clearer or made more sense than the youth did. The youth

tended to more strongly agree with negative statements about the clarity of family rules and expectations.

Table 7. Family Rules and Expectation Items

		Average Score (1=strongly disagree; 4=strongly agree)		
		Whole Group	Participants	Family Members
1	“When you do something wrong in our family, you don’t know what to expect”	2.20	2.34	2.10
2	“It’s hard to tell what the rules are in our family”	2.09	2.22	2.00
3	“The rules in our family don’t make sense”	2.05	2.34	1.85

The results from those participants and their families who took the survey at more than one time point, indicate that, for the most part, the family enhancements do not appear to be positively impacting the youth’s understanding about rules and expectations. For family members and juveniles, scores increased from time 1 to time 2, indicating stronger agreement with the lack in clarity about rules and consequences. There are many possible reasons why this pattern might be occurring. The family enhancements may not be explicitly targeting this aspect of family functioning or it could be that this is just an anomaly specific to the small number of families in this particular sample. However, given that rules and expectations tend to be such a contentious element of family functioning, the CCJDC Team may want to consider incorporating more explicit training or support for families around this topic.

B. What is the impact of family participation on client success?

Youth and families in the CCJDC program are required to participate in four family treatment sessions. All family treatment sessions after the first four are voluntary. On average, families of those who graduated attended more family treatment sessions than required (averaging 12 sessions) while those who were terminated attended about half as many (averaging 6 sessions). One explanation for this could be that those who were terminated unsuccessfully left the program earlier than graduates and therefore had less time to attend sessions. However, it appears that this is not the case. The average amount of time spent in the program for graduates compared to those who were terminated unsuccessfully is not significantly different (362 days for graduates compared to 333 days for those who were terminated). Although the sample size is too small to allow for significance, it appears that a greater engagement in family treatment sessions may predict successful completion of the program.

RESEARCH QUESTION #4: PREDICTIONS OF SUCCESS

What participant characteristics predict successful outcomes? How do those terminated from the program differ from those who have graduated?

At the time of the data collection for this evaluation, 21 individuals had graduated and 30 had terminated unsuccessfully. Although this is a small sample for running any meaningful statistical analyses, the analyses were performed in order to uncover any trends of interest.

To investigate what factors predict successful outcomes of participation in drug court, a univariate ANOVA was run with status (graduate versus terminated) and number of re-referrals after Drug Court entry as the measures of success (dependent variables), and gender, age at time of Drug Court entry, percentage of positive UAs, primary drug of choice, total number of referrals prior to Drug Court entry, and number of drug-related referrals prior to Drug Court entry as the possible predictive (independent) variables. None of the variables were significant in predicting either status or number of re-referrals, most likely due to the small sample size. However, an examination of simple correlations between these variables uncovered some interesting (though mostly non-statistically significant) results.

Females were more likely to graduate compared to males. Just over 71% of females graduated compared to 36% of males. It's possible that the CCJDC program services are particularly effective for females. Males are more likely to engage in externalized behaviors, such as vandalism; whereas females are more likely to deal with stress by internalizing it. Although the evaluation team did not capture the rate of mental health diagnoses, it is possible that girls suffer from more depression and anxiety. If this is the case, the treatment provided to Drug Court participants may be more effective in ameliorating girls' problems (Hoffman, Powlishta, and White, 2004). It is also possible that the female participants are less involved with criminal activities in general. The female participants have fewer prior criminal referrals and fewer prior detention episodes than the males. Female participants also had fewer re-arrests than male participants. Finally, there is a very small number of females ($n=7$) in the CCJDC program, so this may just be an artifact of the small sample size.

Age at the time of Drug Court entry was weakly but positively correlated (.125) with graduation. That is, the older the youth were at the time of entry, the more likely they were to graduate. Further, age was negatively and significantly correlated with re-referrals after Drug Court entry ($-.518$, $p=.002$). The older the youth, the less likely they were to be re-referred or re-arrested after entering drug court. This correlation is commonly known in the criminal justice system with older individuals less likely to continue offending.

Prior arrests and prior drug-related arrests were mildly correlated with program exit status and with recidivism after Drug Court entry. Terminated participants had a greater number of prior referrals (mean = 5.2) while graduated participants had fewer (mean = 3.9) and a higher number of prior referrals predicted a higher number of re-arrests after Drug Court entry. This is consistent with what is commonly known in the literature — the greatest predictor of criminal behavior is prior criminal behavior.

Those who were terminated had a significantly greater percentage of positive drug tests. This is to be expected since the CCJDC program terminates participants that are non-compliant with program requirements. Although relapse is an accepted part of the recovery process, consistent and repeated use will result in termination from the program.

In the previous outcome evaluation, results showed that methamphetamine users were more likely to terminate unsuccessfully from the program. However, in the current evaluation, methamphetamine users were more likely to graduate (71% of “meth” users graduated, 29% terminated). This reverse in trend could be due to the extremely small sample of those youth that use “meth.” However, it is also possible that it is due to greater focus by the Team on appropriate treatment for methamphetamine users.

The characteristics of those who graduated and those terminated, as well as characteristics that led to higher or lower recidivism, were examined in order to determine if there were certain participant characteristics that could be predictive of success (or termination). Graduates (who had lower recidivism) tended to be older and female. Of those who used methamphetamines as their primary drug of choice, 71% graduated, therefore it appears that methamphetamine users were more likely to graduate than not. Marijuana was the most common drug of choice in the CCJDC program so the majority of graduates as well as terminated participants were marijuana users. Because of the small sample size, the predictive ability of these participant characteristics is not strong. It is recommended that the CCJDC Team continue to watch these trends as the program matures so that, if these characteristics (or others discovered over time) are truly predictive, 1) The Team can use these to determine a youth’s appropriateness for the program and 2) The Team can seek out specific services that can be added to the program to address the characteristics that appear to lead to unsuccessful termination.

Overall, the CCJDC program appears to be successful in reducing criminal activity and substance use. Despite the small number of post-enhancement participants, the data suggests that the enhancement services have impacted Drug Court participants and their families in a positive way. These trends should be closely monitored as the CCJDC Team increases the scope and efficiency of the enhancement services to determine whether these findings are a robust indicator of the Drug Court’s success.

The remainder of this evaluation deals with costs related to the Drug Court program and its impact on the criminal justice system and community.

CCJDC Enhancement Cost Evaluation Results

Juvenile drug courts are intensive interventions that include the coordination of multiple professionals with different areas of expertise, intensive case management/supervision, and frequent judicial reviews. Though this level of staff time represents a substantial cost, research in adult drug courts demonstrates that, due to decreased future system impacts (less frequent re-offending, for example), this investment frequently results in substantial savings in the future. In addition, drug courts can provide cost-effective intensive treatment and supervision in a community-based setting rather than relying on the next step in the continuum of services such as residential placements.



As described in the methodology section, the Transactional and Institutional Cost Analysis (TICA) approach was used to calculate the costs of each of the transactions that occurred while participants were engaged in the program. Transactions are those points within a system where resources are consumed and/or change hands. In the case of juvenile drug courts, when a participant appears in court or has a drug test, resources such as judge time, defense attorney time, court facilities, and

urine cups are used. Program transactions calculated in this analysis included drug court appearances, case management, treatment sessions (individual, group and family sessions, parenting classes), and drug tests. The costs for this study were calculated including taxpayer costs only. All cost results provided in this report are based on fiscal year 2005-2006 dollars.

The current evaluation of the CCJDC represents the first use of the TICA approach in a juvenile drug court setting. Previous use of TICA has occurred only in adult settings. For this reason, in order to have a reference for the comparison of program costs, the costs for the CCJDC program are compared to results for similar activities in multiple adult drug courts. This comparison is for reference only, it should not be expected that juvenile drug courts would have similar costs to adult drug court programs since juveniles are a different population and tend to have more services and resources available to them.

PROGRAM COSTS

Program Transactions

A ***Drug Court Session***, for the majority of drug courts, is one of the most staff and resource intensive program transactions. In Clackamas County, these sessions include representatives from the Circuit Court (judge), the District Attorney, the contracted Defense Attorney, the Juvenile Department (Drug Court Coordinator, Case Manager, Community Resource Liaison), Mental Health (counselors), the Oregon Youth Authority (Juvenile Parole and Probation Officer), and the Clackamas Technical Education Consortium= (Transition Advisor/Youth Services Liaison). The cost of a ***Drug Court Appearance*** (the time during a session when a single participant is interacting with the judge) is calculated based on the average amount of court time (in minutes) each participant uses during the court session, which includes the time of all the staff in attendance. This includes the direct costs of each Drug Court Team member present, the time Team members spent preparing for the session, the agency support costs, and overhead costs. The average cost for a single juvenile drug court appearance is **\$373.83** per participant. This cost per appearance is higher than the per appearance costs of adult drug courts studied by NPC Research, for example, courts in California and Oregon had appearance costs ranging from \$97 to \$156 (Carey and Finigan, 2003; Carey, et al., 2004). This is clearly due to the more comprehensive attention provided to juveniles. Adult drug court sessions are generally attended by fewer staff (the judge, the bailiff and/or court clerk, the two attorneys, and a case manager or treatment provider) compared to the number that attended the CCJDC sessions.

Case Management is based on the amount of staff time dedicated to case management activities during a regular work week and is then translated into a total cost for case management per participant per day.¹³ The main agencies involved in case management for Drug Court are the Juvenile Department and Mental Health, although the Clackamas Technical Education Consortium (C-TEC) Youth Services also plays a role in this transaction. The per day cost of case management in Drug Court is **\$29.78** per participant. Case management costs from cost analyses in California (Carey, et al., 2004) varied widely depending to a large extent on the level of Probation (the adult equivalent of the Juvenile Department) involvement. In programs with low probation involvement the costs averaged just over \$1 per day while drug courts with high Probation involvement ranged from \$4.10 to over \$11.00 per day. The Juvenile Department is highly involved with the Drug Court program and the costs of case management reflect this.

¹³ Case management includes home visits, meeting with participants, evaluations, phone calls, referring out for other help, paperwork, answering questions, reviewing referrals, consulting with counselors, making community service connections, setting community service plans, assessments, documentation, file maintenance, schedule maintenance, residential referrals, providing resources and referrals for educational and employment opportunities, and enrolling participants in C-TEC trainings and other C-TEC opportunities.

Outpatient Treatment Sessions are provided by Clackamas County Mental Health. Since this cost analysis is focused on public funds, the cost of treatment to the taxpayer in this instance is only the amount paid for by the County. Individual treatment per participant is \$52.48 per session. Group treatment per participant is \$16.33 per session. These costs are very similar to treatment costs found in adult drug courts. Parent support groups are \$9.54 per participant per session. Family therapy sessions are \$19.99 per family. Parent Education classes are \$9.33 per participant per class.

Drug Tests are performed by the Juvenile Department and the Oregon Youth Authority (OYA). The cost per urinalysis (UA) is \$6.00. Drug test patches are also used by the Juvenile Department and are \$20.00 per patch. Like treatment, these costs are very similar to those for adults.

Program Costs

Table 8 presents the average number of CCJDC program transactions (drug court appearances, treatment sessions, etc.) per participant and the total cost for each type of transaction (number of transactions times the cost per transaction). The sum of these transactions is the total per participant cost of the program. These numbers include the average of all Drug Court participants except those who were currently active, regardless of completion status. It is important to include participants who terminated as well as those who graduated as all participants use program resources, whether they graduate or not.

Table 8. Average Program Costs per Participant (all drug court participants)

Transaction	Transaction Unit Cost	Avg. # of Program Related Transactions	Avg. Cost per Participant¹⁴
Drug Court Appearances	\$373.83	29.55	\$11,047
Case Management	\$29.78	356.82 Days ¹⁵	\$10,626
Individual Treatment Sessions	\$52.48	8.35	\$438
Group Treatment Sessions	\$16.33	37.88	\$619
Family Therapy Sessions	\$19.99	9.12	\$182
Parent Support Group	\$9.54	26.41	\$252
Parent Education Classes	\$9.33	4.47	\$42
Drug Tests (UAs)	\$6.00	70.96	\$426
Drug Patches	\$20.00	1.19	\$24
Total Drug Court			\$23,656

Table 8 illustrates the cost to the taxpayer of the CCJDC program. On average, in adult drug court programs studied by NPC, the program cost per participant ranged from \$4,000 to just over \$12,000

¹⁴ Average costs per participant for this column have been rounded to the nearest whole dollar amount.

¹⁵ Case management is calculated by number of days in drug court, so the average number of transactions in this case is the average number of days spent in the drug court program.

depending on the intensity of the program and the extent to which the programs used public funds for their services (Carey and Finigan, 2003; Carey, et al., 2004). It was found in these studies of adult courts that the cost of “business-as-usual,” that is, the cost to the criminal justice system of processing the case if there had been no Drug Court program, was nearly as high as the cost of the program. In fact, in some jurisdictions, the cost of the program was *less* than “business-as-usual.”

The average cost per participant of the CCJDC program (\$23,676) is higher than the cost of the adult courts studied by NPC. It is possible that increasing enrollment in the program will have an “economy of scale” effect. On the other hand, juvenile justice in general is much more resource intensive than the adult system and the cost of “business-as-usual” for these types of juvenile cases is also higher. There are a wide variety of services available to juveniles that are not available to adults. There are many different options a juvenile probation counselor may choose from for youth and their families. Because “business-as-usual” encompassed so many different options for the comparison group, there was no single “business-as-usual” process to compare against the cost of the Drug Court program. However, it was possible to compare the cost per day of the CCJDC program to the cost per day of other services provided for similar youth.

Juvenile drug courts serve youth who have multiple risk factors for continued delinquency, including criminal histories and involvement in substance use. The CCJDC program does this in the least restrictive setting possible, providing community-based treatment whenever feasible, and maintaining and enhancing a youth’s natural support system. Drug courts provide intensive treatment and supervision in a community-based setting rather than relying on the next step in the continuum of services, namely residential placements. Placement options for the kind of high-risk youth served by the CCJDC include residential substance abuse treatment, shelter care, detention, the youth correctional facility and ultimately adult jail. Shelter care is contracted by OYA with private providers and foster families for services for youth who cannot remain at home, detention generally lasts a few days and is administered by the Juvenile Department, time in a youth correctional facility generally lasts for weeks or months and is administered by the OYA.

Table 9 presents the cost per day for the CCJDC program and each of the other placement options. Although the majority of the placement options listed in this table (aside from the CCJDC program) include intense supervision, most do not include treatment and all cost more per day than the CCJDC program.

Table 9. Per Day Costs of Placement Options for High-Risk Youth

Placement Options	Cost Per Day
CCJDC Program	\$66.26
Residential Treatment	\$134.19
Shelter Care	\$115.57
Detention	\$183.65
Youth Correctional Facility	\$171.00
Adult Jail	\$96.77

Program Costs per Agency

Another useful way to examine program costs is to break them down by agency. Table 10 provides this breakdown per participant by agency. Because the Juvenile Department has the most staff dedicated to the CCJDC program, the Juvenile Department has the largest proportion of the cost. However, in the case of the CCJDC, some of the funds going to the Drug Court program come from federal grants obtained by the Juvenile Department through regular grant proposal writing by CCJDC staff.

The next largest expense is treatment. As with the all drug court programs, the treatment agency incurs a large amount of the expense for the program. Since the main purpose of drug courts is to connect participants with treatment and help ensure continued participation in treatment, the higher cost to the treatment agency is both logical and appropriate.

Table 10. Average Program Cost per Participant by Agency

Agency	Average Agency Cost per Participant¹⁶
Circuit Court	\$1,413
District Attorney	\$1,234
Defense Attorney	\$600
Juvenile Department	\$12,974
Clackamas County Mental Health (Treatment)	\$6,299
Oregon Youth Authority	\$855
C-TEC Youth Services	\$281
Total	\$23,656

Since the main agencies involved in the CCJDC are the Juvenile Department and Mental Health, it makes sense that they have the highest costs. This is due to the large amount of case management performed by these two agencies, as well as the proportionately larger number of Juvenile Department and Mental Health employees involved in the CCJDC. Drug court programs generally include a high level of supervision and in the case of juvenile drug courts, this supervision is performed primarily by the Juvenile Department.

The other agencies involved in the CCJDC program (the Circuit Court, District Attorney, Defense Attorney, Oregon Youth Authority, and C-TEC) incur their costs mainly through staff attendance at CCJDC Team meetings and court sessions. These activities are clearly less time intensive than daily supervision and treatment.

Overall, although the cost of the CCJDC program is relatively high compared to adult drug court costs, it does not appear to be high compared to other services and placement options that are gener-

¹⁶ Average agency costs per participant have been rounded to the nearest whole dollar amount.

ally offered by the juvenile justice system. In fact, it appears to be a more cost-effective option than these other placement options. This illustrates the cost savings of working with this population of high-risk youth in the community whenever possible. The CCJDC offers specialized intensive services that can result in payoffs in terms of future quality of life for participants, their families, and their communities.

The next section describes some of these payoffs in monetary terms due to positive outcomes for CCJDC participants. The specific outcome transactions examined include re-arrests/referrals (for both the juvenile and adult systems), bookings (adult and juvenile), juvenile court hearings, residential treatment, foster/shelter care, juvenile probation, detentions, and adult jail time experienced by participants of the Drug Court program and the comparison group, along with the associated costs of those transactions. These outcome transactions are over a 2-year period from the time of CCJDC program entry. Lower recidivism and lower costs for the Drug Court group than the comparison group indicate that the program was effective in its goal of reducing recidivism.

OUTCOME COSTS

The outcome numbers reflect data through February 2006. There were 74 individuals for whom at least 24 months of outcome data were available (34 Drug Court participants and 40 comparison group members). All Drug Court participants included in this analysis had left the program (graduated or were terminated). The outcome costs discussed below do not represent the entire cost to the criminal justice system; the outcome costs only include the transactions for which NPC was able to obtain data and cost information.

Outcome costs were calculated using information from the Oregon City Police Department, the Oregon Youth Authority, the Juvenile Department, Circuit Court, defense attorney contracts, and from numbers already calculated by the Sheriff. The methods of calculation were examined to ensure that all direct costs, support costs and overhead costs were included as specified in the TICA methodology followed by NPC Research.

Outcome Transactions

Arrests/Referrals for the CCJDC are conducted by multiple police departments. This evaluation used arrest/referral cost information from the Oregon City Police Department as the other police departments in this jurisdiction did not provide cost information. In the experience of NPC, the cost of most police arrests that occur within a single jurisdiction are very similar, so the costs reported here should be representative of the general cost of arrests in Clackamas County. The cost of a single police arrest at the Oregon City Police Department is \$124.14 and the cost of a police booking is \$76.58. Arrest/referral costs have been combined with the police booking costs for a total police arrest/referral cost of \$200.72.

Adult Jail Bed Days occur at the Clackamas County Sheriff Department. The cost of the jail bed day was already calculated by the Clackamas County Sheriffs Department. The cost of a jail bed is \$96.77 per day, and the cost per county jail booking is \$20.59. One county jail booking occurs for each instance of incarceration.

Detention is handled by the Juvenile Department and **time in youth correctional facilities** is handled by the Oregon Youth Authority (OYA). The cost of Juvenile Department detention is \$183.65 per day and the cost of for OYA correctional facilities averages to \$171.00 per day.¹⁷

Juvenile probation is conducted by the Juvenile Department. Probation costs are \$1.70 per person per day. This was based on the yearly cost of probation calculated by the Clackamas County Juvenile Department in a manner consistent with NPC's TICA methodology.

Hearing costs are shared between the Circuit Court and the Juvenile Department. Only juvenile hearings were included as NPC was unable to cost adult hearings within the scope of this evaluation. The cost of preliminary hearings, review hearings, and probation violation hearings are all \$44.90. Formal hearings are \$89.80. Hearing costs do not include contracted defense attorney costs, as the defense attorney is paid per *case* according to whether it is a felony, misdemeanor, or probation violation. Defense attorney costs (and defense attorney costs only) are included in the cost per *case* — felony cases are \$390.00, misdemeanor cases are \$280.00, and probation violations are \$150.00.

Residential Treatment is provided by the Oregon Youth Authority (OYA). The cost to the taxpayer of residential treatment per person is \$134.19 per day (this is an average of \$119.89 per day for proctor and multi-dimensional treatment, \$127.43 per day for proctor day treatment, \$132.83 per day for level 4 residential, and \$156.62 per day for level 5 residential).

Foster Care and Shelter care are also provided by the Oregon Youth Authority. The cost of foster care is \$29.78 per day per participant (this is an average of \$473.00 per month per participant for basic foster care, \$944.00 per month per participant for standard foster care, and \$1,263.00 per month per participant for advanced foster care). The cost of shelter care is \$115.57 per person per day.

Table 11 presents the average number of these outcomes transactions (e.g., the average number of re-arrests, the average number of felony cases) incurred per youth for CCJDC program graduates, unsuccessful terminations, all participants (both graduated and terminated combined) and for the comparison group.

¹⁷ These costs were provided by the Juvenile Department and OYA respectively and were checked to confirm that they were calculated in a manner consistent with the TICA methodology.

Table 11. Average Number of Outcome Transactions per Participant 2 Years Post Drug Court Entry

Transaction	Graduates	Terminated Participants	All Drug Court Participants	Comparison Group
Re-arrests/Referrals	0.64	1.00	0.85	2.03
Formal Hearings	0.35	0.50	0.44	0.68
Preliminary/Review/Probation Violation Hearings	0.42	1.05	0.79	1.18
Felony Cases	0.00	0.05	0.03	0.38
Misdemeanor Cases	0.21	0.20	0.21	0.33
Probation Violation Cases	0.07	0.50	0.32	0.45
Residential Treatment Days	12.64	42.40	30.15	56.58
Foster Care Days	0.00	25.60	15.06	13.10
Shelter Care Days	0.00	0.10	.06	4.58
Juvenile Probation Days	41.57	226.85	150.56	213.73
Jail Bookings	0.00	1.05	0.62	0.18
Jail Bed Days	0.00	1.80	1.06	0.20
Detention Days	6.21	19.50	14.03	9.95
Youth Correctional Facility Days	0.00	53.10	31.24	14.98

The first point of interest is that, apart from residential treatment, juvenile probation, and detention, the average number of these transactions, particularly re-arrests, new cases and jail time, is extremely small. This is especially true of the Drug Court participants. This may be due partly to the small sample size and partly to the very low recidivism rate for most of these youth.

A second point of interest is the extremely high numbers of residential placement, in residential treatment or detention, for youth terminated unsuccessfully from the Drug Court program. During the time that these youth participated in the CCJDC program, it was their policy to terminate youth who needed residential treatment because it was felt that the Team could not maintain their connection with the youth while they were engaged in another program. Since the data shows that residential treatment occurred within the first year after starting the Drug Court program, this explains the high number of residential treatment days for terminated youth.

The high number of detention days may be another policy choice made by the CCJDC program. Youth that end up terminated unsuccessfully from the program most likely had a large number of days in detention as a sanction (this is supported by the data in that the large majority of detention days were served in the first year after the youth entered the Drug Court program, most likely while

the youth were still in the program). Further, it is to be expected that terminated participants would either be serving out a deferred sentence or would be serving detention time for new charges. When averaged across all participants, this results in more detention time after Drug Court entry overall. This is something that should be examined closely by the CCJDC Team. It would be helpful to determine if there is any way to influence the course of events that lead these participants to so much time in detention, particularly in the use of detention as a sanction, as detention is an expensive response to youth behavior. The cost implications of the use of detention are described further later in this report.

Apart from time in detention and jail for terminated participants, Table 11 shows that, overall the CCJDC participants, particularly graduates, had far more positive outcomes than those who did not participate in the program. The Drug Court participants were re-arrested less than half as often as the comparison group and was about 30% less likely to have a new misdemeanor or probation violation case. The numbers also show that the CCJDC participants were 12 times less likely to have a new felony case (though the total number of new felony cases for both groups was so small that these comparisons are somewhat unreliable). Overall, Drug Court participants spent about 30% less time on juvenile probation in spite of the fact that terminated participants spent about the same amount of time on probation as the comparison group.

Outcome Costs

Table 12 demonstrates the costs associated with the outcomes described above. Overall, in the 2 years after Drug Court entry, CCJDC participants cost the taxpayers **\$961 less** per participant than similar individuals who did not attend the Drug Court program. This represents an overall benefit to the taxpayer due to the investment in the CCJDC program. Those who terminated unsuccessfully from CCJDC program cost the taxpayer **\$6,037 more** than those in the comparison group due entirely to a greater number of days in detention and jail. Conversely, CCJDC graduates cost the taxpayers **\$10,958 less** per participant than the comparison group.

Table 12. Average Outcome Costs per Participant 2 Years Post Drug Court Entry

Transaction ¹⁸	Transaction Unit Cost	Graduates	Terminated Participants	All Drug Court Participants	Comparison Group
Re-arrests/Referrals	\$200.72	\$129	\$201	\$171	\$406
Formal Hearings ¹⁹	\$89.80	\$31	\$45	\$40	\$61
Preliminary/Review/Probation Violation Hearings ²⁰	\$44.90	\$19	\$47	\$34	\$53
Felony Cases ²¹	\$390.00	\$0	\$20	\$12	\$148
Misdemeanor Cases ²²	\$280.00	\$59	\$56	\$59	\$92
Probation Violation Cases ²³	\$150.00	\$11	\$75	\$48	\$68
Residential Treatment Days	\$134.19	\$1,696	\$5,690	\$4,046	\$7,592
Foster Care Days	\$29.78	\$0	\$762	\$448	\$390
Shelter Care Days	\$115.57	\$0	\$12	\$7	\$529
Juvenile Probation Days	\$1.70	\$71	\$386	\$256	\$363
Sub-Total	----	\$2,016	\$7,294	\$5,121	\$9,702
Jail Bookings	\$20.59	\$0	\$22	\$13	\$4
Jail Bed Days	\$96.77	\$0	\$174	\$102	\$19
Detention Days	\$183.65	\$1,140	\$3,581	\$2,577	\$1,827
Youth Correctional Facility Days	\$171.00	\$0	\$9,080	\$5,340	\$2,562
Total		\$3,156	\$20,151	\$13,153	\$14,114

¹⁸ Average costs per participant have been rounded to the nearest whole dollar amount.

¹⁹ Formal hearings do not include the cost of the contracted defense attorney. Those costs are accounted for in the case transactions.

²⁰ Preliminary/Review/Probation Violation hearings do not include the cost of the contracted defense attorney. Those costs are accounted for in the case transactions.

²¹ Felony case costs only include the cost of the contracted defense attorney.

²² Misdemeanor case costs only include the cost of the contracted defense attorney.

²³ Probation Violation case costs only include the cost of the contracted defense attorney.

An examination of the outcome costs in Table 12 for the Drug Court participants indicates that the majority of the costs are due to those who did not complete the program and the high costs for terminated participants is due primarily to detention days. Graduates of the program had a much smaller proportion of the outcome costs for the Drug Court participants group.

If detention and jail time is removed from the equation, CCJDC participants, regardless of graduation status show a greater benefit to the taxpayer in terms of re-arrests, new court cases and residential treatment. Terminated participants alone show a savings to the taxpayer of \$2,408 per participant and graduates show a savings of \$7,686. Although the lower recidivism for terminated participants may be partially due to terminated participants spending a large amount of time in detention and therefore being unable to recidivate, a breakdown of these costs by year, as shown in Figure 6, provides some evidence against this theory. Figure 6 shows that the terminated participants cost the taxpayer less than the comparison group members in the second year after program entry, in spite of spending over three times less time in detention the second year compared to the first year.

Figure 6. Total Outcome Costs Averaged per Participant 2 Years Post Drug Court

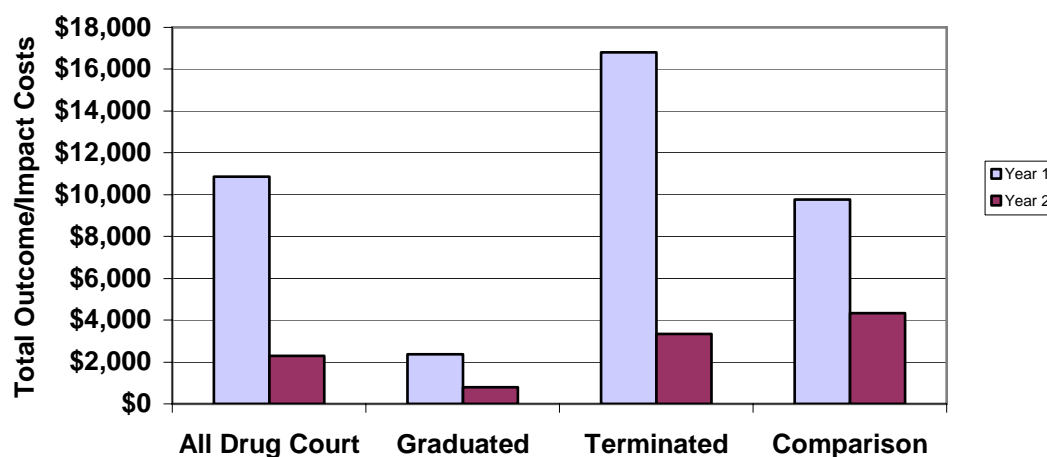


Figure 6 reveals that the largest amount of resources is spent on terminated participants in the first year. A deeper examination of these costs shows that the majority of this cost in the first year is due to detention as demonstrated in Figure 7.

Figure 7. Detention Costs per Youth

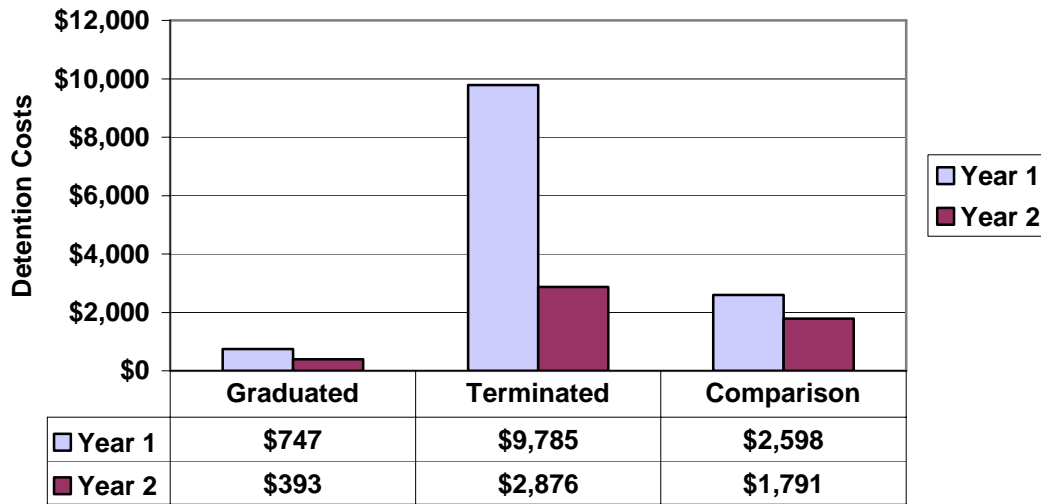


Figure 7 shows that the detention time experienced by the terminated participants occurs almost entirely in the first year, while they were still in the Drug Court program. Although the amount of time on detention due to sanctions was not tracked by the CCJDC program, it is likely (based on the time periods that the terminated participants were still active in the program) that most of this detention time was served as part of CCJDC program sanctions. Although the CCJDC is creative in the type of sanctions used in the program, in light of the high cost (and apparent high use) of detention, the CCJDC Team may want to brainstorm further on some other types of sanctions to use in place of detention whenever possible.

As described in the process evaluation results, the Team is already moving away from detention and toward using the variety of community service options now available due to the enhancements. It took some time for the Community Liaison to establish the new relationships with community service organization and to then integrate the process of connecting participants with the service options within the Drug Court Team process. In addition, it took some time for Team members to make the shift of “mental gears” to perceive community service as a more practical and usable option than it had been in the past. The results of the higher use of community service should be examined in future studies when more participants have engaged in this process.

However, the current outcome results for enhancement participants (lower recidivism at 15 and 18 months post program entry and less drug use at the end of the program than pre-enhancement participants) indicate that these enhancements are indeed having the intended effect.

Outcome Costs by Agency

Table 13 presents the outcome costs by agency. Law Enforcement outcome transactions include re-arrests/referrals, jail days, and jail bookings. OYA transactions include residential treatment, foster care, shelter care, and youth correctional facility time. Juvenile Department transactions include juvenile probation, detention, formal hearings, and preliminary/review/probation violation hearings. Defense Attorney transactions include felony, misdemeanor, and probation violation cases. Circuit Court transactions include formal hearings and preliminary, review and probation violation hearings.

Table 13. Average Outcome Cost per Participant by Agency

Agency	Graduates	Terminated Participants	All Drug Court Participants	Comparison Group
Circuit Court	\$38	\$69	\$56	\$86
Defense Attorney	\$70	\$151	\$119	\$308
Juvenile Department	\$1,223	\$3,990	\$2,851	\$2,218
Oregon Youth Authority	\$1,696	\$15,544	\$9,841	\$11,073
Law Enforcement	\$129	\$397	\$286	\$429
Total	\$3,156	\$20,151	\$13,153	\$14,114

Table 13 illustrates that all agencies except for the Juvenile Department show a savings due to positive outcomes for Drug Court participants. It is likely that if longer-term outcomes were examined for Drug Court participants that, over time, the Juvenile Department would also show savings. The impact of detention time shows itself here again in that the majority of the outcome cost for Drug Court participants for the Juvenile Department is due to detention served during the first year after CCJDC program entry.

Table 13 also presents, once again, the total outcome costs for CCJDC participants and the comparison group. Overall, CCJDC participants, regardless of whether or not they graduated, cost the taxpayers almost \$1000 less per participant than youth that did not attend the Drug Court program.

SUMMARY AND CONCLUSIONS

As found in the process evaluation performed in 2003, and once again in 2006, the CCJDC program demonstrates the 10 Key Components of drug courts in an exemplary fashion. The program has a strong, well-coordinated and integrated Team that includes members from multiple agencies including the Court, Treatment, District Attorney, Defense Attorney and the Juvenile Department. There are a wide variety of services available to Drug Court participants, and, due to the implementation of the enhancements, there are intensive services and referral options available to parents and other family members as well. Drug tests are performed on Drug Court participants frequently and outcome analysis shows that the number of positive drug tests decreases during participants' time in the program, regardless of graduation status. Focus groups with participants and their families provided the information that overall, they feel that the program rewards and sanctions are fair and that they have a positive relationship with the CCJDC Judge and Team. Program monitoring and evaluation have been performed frequently on this program including process, outcome and cost evaluation. The CCJDC program is rigorous about collecting the data necessary both for evaluation and to monitor their participants. Part of the enhancements implemented by the CCJDC program was the hiring of a Community Liaison as a new member of the CCJDC Team. This staff member focused on gaining additional community partners and getting participants and their families connected with services needed outside the Drug Court program. The main problem experienced the CCJDC program is the small number of participants. The program is currently working to bring up its enrollment numbers and the number of newly enrolled participants has increased in recent months. It is recommended that the program continue its efforts to increase its enrollment as this may bring program costs down due to an economy of scale. In addition, because the program shows such positive outcomes it would good for the juvenile department and the community in general to have more youth experience the program benefits.



The outcome results showed that, overall, CCJDC participants were re-referred/re-arrested less often than a comparison group of similar youth who did not enter the program. Although the participants that entered the program after the implementation of the enhancements were re-arrested more often in the first 6 months than those who entered pre-enhancement, this trend was reversed after 9 months and by 18 month from program entry, post-enhancement participants were re-arrested less often than pre-enhancement participants as well as less often than the comparison group. There is some evidence that one reason for the higher number of re-arrests early in the program is that the post-enhancement participants were youth that were experiencing more challenging and complex family and life situations.

The outcome results also showed that drug use for CCJDC participants decreased over time in the program. The percentage of positive drug tests decreased over a 12 month period and the number of re-arrests for drug related charges also decreased over an 18 month period while drug related re-arrests for the comparison group increased slightly during the same time period. Finally, outcomes on measures of family functioning demonstrated some evidence that communication and problem solving skills among family members had improved over participants' time in the program.

The average cost for the CCJDC program in Clackamas County was \$23,656 per participant. Compared to the range of costs in other drug courts studied by NPC Research (\$4,000 to \$12,000) this

amount appears high (Carey and Finigan, 2003; Carey, et al., 2004). However, as juvenile departments have a large number of resources and services available to youth that are not available to adults, it may not be higher than the cost of processing juveniles through the juvenile justice system in a more traditional manner. There is some evidence for this when the average cost per day for the CCJDC program (\$66.26) is compared to the cost per day of other high supervision options including residential treatment (\$134), detention (\$184) and days at a youth correctional facility (\$171).

Finally, outcome costs including the costs of re-referrals, adult re-arrests, probation time, new court cases, residential treatment, detention and days in the youth correctional facility were less for Drug Court participants than for the comparison group. Taxpayer savings due to positive outcomes for Drug Court graduates were **\$10,958 per participant** and, in spite of large costs for detention for terminated participants, savings due positive outcome for all participants, regardless of program completion status, were **almost \$1000 per participant**.

In general, the CCJDC program appears to be an extremely cost effective approach to treating high-risk youth involved in the juvenile justice system. Subsequent evaluation on a larger sample as the CCJDC increases its enrollment would help determine the validity of these results.

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